



*A robust community conversation  
resulting in an influx of innovative and fresh ideas  
for making our community better and stronger.*

# CITY OF PENSACOLA MAYORAL TRANSITION COMMITTEE REPORT

**MARCH 4, 2019**

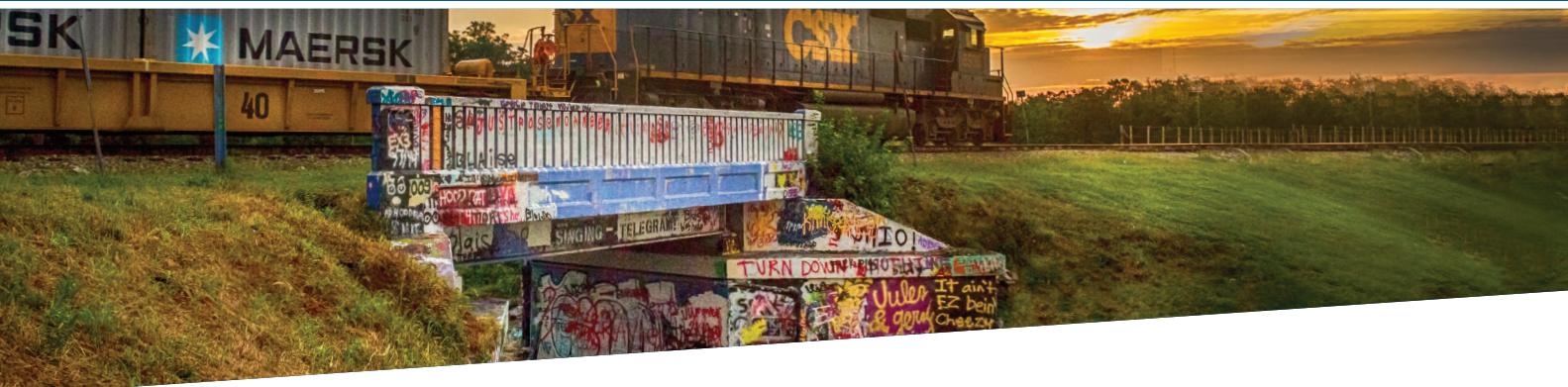
PRESENTED TO MAYOR GROVER ROBINSON, IV  
FROM THE CITIZENS OF PENSACOLA

COMMITTEE CHAIRMAN: QUINT STUDER





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*With this report, I believe the city has more than a simple list of suggestions, but a true strategic plan...*



Dear Citizens of Pensacola,

Thank you for the opportunity to serve as your Mayor. On the campaign trail, we made a commitment to this community that we were going to make progress in each and every neighborhood.

In order to start that, 90 days ago we set into motion a transition team to take on 11 different areas to provide suggestions for both immediate and long-term goals we could accomplish for the betterment of our community. Enclosed is their report.

I would like to thank all 12 members of this team who put a tremendous amount of time and effort into learning what the city does and taking input from citizens. I would like to especially thank the Chairman of this committee, Quint Studer, who has given considerable time, guidance, and leadership in this report. Please also see a list of the members and their category below.

Thank you to these individuals. With this report, I believe the city has more than a simple list of suggestions, but a true strategic plan that will allow my administration to make each and every part of our community better. Towards that end, I look forward to working with you over the next four years. Thank you again for the opportunity to serve.

Sincerely,

A handwritten signature in blue ink, appearing to read "Grover C. Robinson".

Grover C. Robinson, IV  
Mayor

## MAYORAL TRANSITION TEAM

Quint Studer, Chair

Michelle Salzman, Education  
Christian Wagley, Environment  
Brian Wyer, Economic Development & Entrepreneurship  
Connie Bookman, Crime & Safety  
Sena Maddison, Transparency

Drew Buchanan, Traffic & Walkability  
Kristie Tobias, Governance  
Rev. Dr. Isaac Williams, Neighborhoods  
Bruce Vredenburg, Finance & Budget  
Julie Sheppard, Legal  
David Peaden, Government Efficiency

*Having the transition team and this report will be a great benefit to the new Mayor and the city.*



# CHAIRMAN'S SUMMARY

QUINT STUDER, TRANSITION TEAM CHAIRMAN

When Mayor Robinson first brought up the idea of a formal transition team, I was hesitant. I questioned the need for a formal transition team and questioned the value it would have for the city. In most private organizations I work with when a change is made at the top, there is usually not a large transition team—much less one made up of volunteers. A new leader may bring in outside resources, but a group of volunteers?

Nevertheless, after some investigation and research I learned that it is not unusual for a city to employ this tactic, particularly after the election of a new mayor under the strong mayor structure. Cities that have effectively utilized transition teams include, Birmingham, Ala., Long Beach, Calif. and several others. Once I realized the impact and value these groups provide, I agreed to accept the Mayor's invitation to chair the team.

After completing the transition team process, I now see what the Mayor understood when he initiated this process; namely that the transition team exercise would create a robust community conversation and result in an influx of innovative and fresh ideas for making our community better and stronger. As a

candidate, Mayor Robinson pledged to be more engaged in the community—this transition exercise is evidence that he is making good on that pledge. Additionally, having 11 passionate pillar leaders reaching out into the community was an effective way to extend the Mayor's reach in a short period of time.

These dedicated pillar leaders made a positive impact in our community by volunteering their time and expertise to review existing city operations with a fresh set of eyes. Their recommendations reflect the seriousness with which they took the task. Since team members were neither employed by the city or otherwise compensated by the city, their recommendations are independent and unfiltered. Having the transition team and this report will be a great benefit to the new Mayor and the city.

While the transition team benefited from utilizing individuals completely outside of the existing city organizational structure, one of its limitations is the lack of specific in-depth knowledge of city operations and operational history. While it is impossible for a team of community volunteers to do a full in-depth operational audit, we do recommend and

encourage the Mayor to consider a “deeper dive” into the financial and technical aspects of city operations, to include hiring an independent government consulting group in

specific areas, including: human resources, training and development, productivity, and process improvement.

## KEY OBSERVATIONS

There is much good news in the City of Pensacola. Before focusing on recommendations and opportunities to improve, a review of the available objective data assessing the city is instructive.

- 1** The first Mason Dixon Quality of Life Study for the City of Pensacola was completed in 2007. This recurring survey began annually asking the question, Is Pensacola moving in the right direction? In that first year of polling 26% of city residents answered affirmatively. The survey has been done every year since 2007. And In 2018, 60% of residents who responded indicated the city is moving in the right direction. Perhaps the most important indicator of the overall health of a community—especially a small to mid-market city—is do people want to live there; i.e., population trends. Since 2010 census, the City of Pensacola has increased from 51,800 to 54,600 a 5% improvement. Similarly, Escambia County has grown from 298,000 residents to 321,000, an increase of 7%.
- 2** Financial metrics provide another important benchmark of a community’s vibrancy. In a matter of seven years, city assessed property values increased from \$4.6 billion to \$5.3 billion, a 19% improvement (2010 to 2017) Escambia County taxable sales grew from \$2.69 billion to \$3.63 Billion (2017), a 34.9 % increase. Another critical factor to consider is the property values within the designated Community Redevelopment Agency (CRA) Areas. From 2010 to 2017, CRA property values grew from \$675 million to \$918 million in 2017, a 36% increase. Furthermore, investment in the CRA areas over the last six years has increased 69%.
- 3** In addition, the city is moving forward with several economic development projects, including the transformational “Project Titan” at the Pensacola Airport. When fully built, Project Titan will create over 1,375 new high-wage jobs in the coveted aerospace sector. Pensacola’s downtown continues to be a bright spot for the community and the entire region.

**4** Two other very exciting projects on the horizon are the SCAPE project aimed at creating a better and more accessible waterfront for Pensacola and the West Main Master plan, which will provide a road map on the best way to develop some major property within the city. Both projects are utilizing well known experts and the majority of the cost is coming from the private sector. In many ways the redevelopment of Pensacola's ample public waterfront spaces from the Bay Bridge to the West Side is one of the biggest opportunities for improvement. Fortunately, these are challenges and opportunities that play into Mayor Robinson's unique skill set developed from his personal experience in real estate and in twelve years as a County Commissioner. His experience can pay huge dividends for our community as it moves forward.

The above data points demonstrate continued forward movement in improving quality of life for residents of the city as well as all residents of Escambia County. This report aims to make recommendations and propose action steps which are geared towards building on the community's existing momentum and finding ways to make Pensacola even better.

## **RECOMMENDATIONS**

In the private sector I have worked with organizations of all sizes to improve corporate culture and increase employee satisfaction, all with the goal of improving clinical outcomes and better results. As Chair, my executive overview will focus on overarching, city-wide categories which I feel are critical for any organization that is interested in improving outcomes and results. The six areas my report focuses on are: Mission/Vision and Values; Strategy and Structure; Alignment and Accountability; Measurement; City Council/Mayor Collaboration; Leadership Development and Employee Engagement.

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### **Create a mission, vision, values and an employee code of ethics for the City of Pensacola.**

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In watching the City of Pensacola decision makers over these many years, it is evident that people are mission oriented, have a vision or visions and believe in values. However, in looking at other cities and organizations it is recommended the Mayor take time in working with staff and community residents to complete a formal mission statement for the city.

A good mission statement will always bring decisions and actions back to the mission. A mission statement will contain language that describes what a citizen should feel and see as they live in the City of Pensacola. A vision statement is an aspirational statement. While a city may not

achieve the vision, or the vision will take a longer time to achieve it does inspire the organization to set high goals. For example, the vision of the Studer Family of Companies is to help Pensacola be the greatest place to live in the world.

The Mayor, Council, and city staff are the ones who should create the values for the day-to-day operations of the city. This becomes the guiding principle for the organization. In addition, they also are the foundation for the standards of behavior for all city staff to follow.

It is recommended the City Council adopt a code of ethics as well as every person applying for a job with the city should read and commit to the values and standards of behavior before being considered for a position.

The creation of these items will give our city and its staff clear goals, clear expectations, and a clear understanding of what residents should expect from the mayor, the city council members and city employees.

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## **Conduct and follow a strategic plan for the City of Pensacola.**

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Ed McMahon of the Urban Land Institute had a memorable quote during his CivicCon talk in Pensacola in 2018: “If there is no plan, everything fits it.”

As it sits today, the city has no clear, defined strategic plan. Our city’s unified strategic plan is long overdue.

No plan also means a city is more likely to be reactive versus proactive. The suggestion of conducting a strategic plan does not mean an expensive, long, drawn out plan that sits in a three-ring binder and is referred to intermittently. It is a living document that provides a road map on where the city wants to be one, three or five years from today.

The city does not do this in isolation. During the CivicCon series in 2018, The Center for Civic Engagement, conducted surveys to hundreds of residents and received feedback on the categories that would create a community platform. Those categories turned out to be Public and Neighborhood Safety, Preserving Community Character, Jobs & Economic Development, Education, Environment & Infrastructure, Ethics & Accountability, and Government Transparency.

These categories make up much of what drives the quality of life. By the county and city working with the Center to create a strategic plan, a unified platform can be completed which will help guide research and thus decision making. Structure follows strategy.

This plan should also have some short-term goals and be action focused. Strategic priorities need to have 90-day action plans that are revised every 90 days. The steps should be objective and have objective ways to measure completion/compliance. This plan cannot inhibit execution and the city should be accountable to the community for seeing action items through.

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## **■ Modernize and publicize a city organizational structure.**

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With the change in the city operational structure to a centralized “strong mayor” format, it made these last eight years a transitional period for our city government.

While the move to strong mayor meant many decisions were made from the Mayor’s office, the city’s organizational structure still resembles the former “city manager” form of government.

In the current model of government, the Mayor fills the chief executive officer role. This is a hands-on role. The recommendation is that the city organizational chart now be one that one would find in a \$220 million company. It is recommended that these people report directly to the Mayor: The police chief, fire chief, chief financial officer, chief human resource officer, city attorney and two to three operational administrators. One of the operational administrators should be very experienced in growing revenue and should oversee the leaders of Pensacola Energy, Pensacola International Airport, Sanitation Services, and the Port of Pensacola. The City of Charleston, S.C., a very successful city that has the same strong mayor structure as Pensacola, follows this similar kind of organizational chart. The lead human resource person in Charleston reports to the CFO. This is due to cost of benefits. However, the staff is so important that one modification compared to Charleston that I strongly recommend is that the HR director report directly to the Mayor.

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## **■ Create a city dashboard with measurable goals across all departments.**

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To attain and sustain a culture of high performance, the alignment of people and resources is critical. This alignment starts with the mission, then the operational plan and budget. Objective and measurable goals need to be set for the Mayor and all people in leadership positions. There will be many goals when all people in leadership roles are combined. However, there should be some overriding goals. This falls into the categories of resident satisfaction with basic services, satisfaction with certain departments, financial targets, employee engagement, population growth and safety.

The recommendation is the creation of a city dashboard. In addition, there should be 5-8 measurable and prioritized goals for all people in a leadership position.

The city dashboard should be kept prominently on the city website and a person on staff, perhaps in the public information office, should be given clear responsibility to keep the dashboard updated and current while department heads should be tasked with collecting their relevant departmental data needed to keep it updated.

With measurable goals, it means each person in a management position has very specific goals and the goals are weighted to provide prioritization.

If the city is making positive progress, the city residents shouldn't just rely on generalities and "momentum." The city should be able to objectively illustrate its progress. Furthermore, the city leaders should have clear objectives to measure the progress of their individual departments.

This will allow our city staff and residents to have a clear path to success, and it will serve as a reminder of the "why" for city and community decisions and strategies.

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## **Conduct an employee engagement survey with all city employees.**

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The city has many measurements. Like any organization they are tied to financial and legal requirements. There are also various measurements in departments such as fire, police, airport, port, energy, parks, etc. Based on my observations there is a need for some additional measurements in the city.

This includes performance standards for when a phone call is returned, when a permit applicant can expect notification, time to fill on open positions, etc. However, if the Mayor can put in only one new measurement, I recommend a comprehensive employee engagement survey be completed and budgeted for on an annual basis.

The Mayor is commended for conducting a four-question e-mail to city employees at the start of his term to receive some quick feedback. However, this does not take the place of an employee engagement survey conducted by a reputable outside company.

When I accepted the chairman role on this committee, this was a topic of conversation with Mayor Robinson. My belief was that a survey would be done expeditiously so the results would be available for this report. Why a survey? The most important capital any company has is its human capital. Employee recruitment and retention is one of the most important indicators for the success of city operations. We understand retention to be a common concern among city departments.

Conducting an annual employee survey creates many wins. First, it lets the staff know that their input is important, it provides information overall and department specific data that provides valuable information to city leaders.

How well are employees informed of department and city activities? Are they receiving feedback? Are they being recognized when doing a good job? Are they receiving professional development? The list goes on.

Engaged employees are more responsive to the citizens they serve. That means better customer service. That means significant budget savings due to lower turnover and less onboarding expenses. Public servant is a term that city employees should take pride in.

This data helps an organization learn which people in management do well and it lays out the foundation for leadership and staff development in the future.

My experience is that if the city had been conducting such a survey in the past it would have prevented and reduced employee issues and turnover as well as helped managers and top leaders with the feedback in their strengths and improvement opportunities.

I am confident in saying that this survey would more than pay for itself each year in cost savings, city employee morale and improved performance.

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## **Strive to unify the Mayor's office and City Council in working relationship and messaging from City Hall.**

I met with five City Council members—Andy Terhaar, Jewel Cannada-Wynn, Sherri Myers, Ann Hill and Jared Moore as well as council executive Dan Krahmer.

Overall, the early perception of Mayor Robinson is very positive. I asked each council member, “What do you feel the Mayor can and should do to work collaboratively with you.”

Here is the summary of the feedback:

1. Attend council meetings and workshops.
2. Create a process to include council members much sooner in the budgeting process.  
The city should use best practices from other cities with similar governing structure including the budget preparation manual.
3. Create some standing meetings that are mandatory for City Council members, particularly in the area of economic and land-use development.
4. Develop standard operating procedures on the process to utilize LOST funds.
5. Set up individual scheduled sessions with each council member.
6. The mayor was commended for his openness and availability with the media. One additional suggestion was to transcribe the press conferences and send the transcript to council members. This would allow them to respond if asked about a topic from Mayor Robinson’s conference. Mayor Robinson has indicated he will take this step.

Rebuilding trust among the City Council from year’s past is essential to getting the city behind a cohesive message and message consistency from the city and the City Council. In order to ensure the city is moving in the right direction, the Mayor and council need to be rowing in the same direction on the majority of issues that come up. The Mayor’s role to build consensus and captain the ship. Unity is a big challenge and opportunity for the Mayor.

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## **Invest and budget for training and development of city employees.**

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A consistent finding throughout this process is a large want and need for leadership and staff development. I evaluate the values of any organization primarily on their commitment to professional development.

In today's environment, cities will need to do more services with the same or less dollars unless the population and revenue grows. Even then, it behooves a city to be a great place to work and to provide services in an efficient and effective manner. Having served on the Leadership Curriculum Task Force for the Harvard Business School and in my lengthy experience with numerous not-for-profit and for-profit companies, there are certain skills that a leader needs to have to perform well. Those skills create a high performing organization.

I believe the Mayor wants and the tax payers deserve a high performing organization.

Staff development is also critical. The city appears to have reduced or not funded development to a level that will provide leaders and staff with the expertise needed to optimize their talent. It is not due to lack of willingness, but a lack of access to development due to leadership development not being provided on a consistent basis as well as limited funding for staff development.

I recommend the city provide 64 hours of annual leadership development for anyone in a leadership role.

This development should be mandatory for everyone in a leadership position. I am sure the Governance pillar leader Kristie Tobias can be helpful in this area.

Succession planning falls under development as well. The Mayor will want to meet with the top leaders in the city to learn of their specific development plans and if feedback is that departure will be within the next year, begin the process of recruiting replacements. If external searches are needed, it will take time to find the best candidate.

This, along with the other recommendations, will create an engaged work force. This not only will provide for great operations and great service to city taxpayers and visitors, it will accelerate the positive momentum the City of Pensacola is experiencing.

## ACKNOWLEDGMENTS

It is with profound gratitude that I thank Mayor Robinson for the opportunity to lead his Mayoral Transition Team from November 2018 to March 4, 2019. I commend his choice of the pillar leaders, Michelle, Salzman, Christian Wagley, Brian Wyer, Connie Bookman, Sena Maddison, Drew Buchanan, Kristie Tobias, Rev. Dr. Isaac Williams, Bruce Vredenburg, Julie Sheppard and David Peaden who put in a large amount of volunteer hours in their work on the team.

Thank you to the transition staff of D.C. Reeves, Walker Wilson and Barbara Scott Payne who greatly assisted the team throughout its work.

On behalf of the entire transition team I would like to thank the city employees who provided support, education and information, as well as the citizens who attended transition team meetings, community input sessions, in person and on the web site, and provided helpful questions and information. Thank you in particular to Trudi Nichols for her outstanding work with the city web site.

*Our public safety departments must be viewed as investments, providing risk-free conditions as we live, work and play in our city.*



# CRIME AND SAFETY

CONNIE BOOKMAN, PILLAR LEADER

## SCOPE OF REVIEW

The City of Pensacola is a beautiful place to live and thrive. Part of enjoying any community is having a sense of safety. Feeling protected against threats or danger, be it deliberate, intentional or accidental, allows us to fully immerse in our culture. Today, in 2019, there is an energy downtown like never before. And as we grow, our public safety departments must be viewed as investments, providing risk-free conditions as we live, work and play in our city.

I am a licensed clinical social worker. In 2005 I founded Pathways For Change, a non-profit with the mission of changing lives, reducing crime, and building futures.

PFC's three programs include:

1) An 18-month court-ordered treatment program for men caught in the cycle of addiction and the criminal justice system. Our intent is to keep our community safe from crimes related to drug activity, which accounts for about 30-35 percent of city arrests. (That figure doesn't account for crimes such as petty theft that are committed to buy drugs). PFC costs \$10,000 per year vs. \$26,000 for a regular

jail sentence while PFC's 70% success rate beats just 32% for that jailed inmate as it relates to staying out of jail.

- 2) PFC's family service center strives for prevention, eradicating generational poverty through education, vocational training and life skill classes.
- 3) PFC's 12-bed facility for homeless female veterans provides a safe place and intensive clinical program for veterans to live as they face the effects of post-traumatic stress and rebuild their lives.

On Day 1 of my fact-finding journey on this team, I spent an afternoon with Chief of Police Tommi Lyter and the Fire Department Chief Ginny Cranor. They gladly opened the door to all levels of staff, allowing a comprehensive review. In early December, Chief Cranor and I geared up, and in 35 degree and rainy conditions, watched a high rise rescue and a lively lieutenant competitive test. It was clear to me after that first day, what it took to be a firefighter—smart, focused, dedicated and committed to serve any citizen. Over the

course of three weeks, I met with all available firefighters and all levels of management from all three shifts at four different fire stations. The commonalities were remarkable.

Later, I was welcomed and met with sworn officers and non-sworn support staff of the Pensacola Police Department. Equally impressed with the commitment to excellence and the desire to protect our citizens, I started documenting conversations, taking a Ride Along on a pre-Christmas evening, collecting data along with passionate opinions about the mission of the PPD. What was working

and what needed attention. Again, there were common themes throughout each department, each shift and each level of employee tier.

From November 27, 2018 to February 15, 2019, I reached out and met privately with citizens, ranging from experts in domestic violence, mental health, emergency management, housing and social services. I also met with community members who wanted to see advancement in safety measures for their personal state of well-being. I held two public input sessions and attended all nine transition meetings that were open to public comments.

## KEY OBSERVATIONS

### **1 Training and Professional Development**

Public safety officers are passionate about excellence. I met with 150-plus police officers, fire fighters and support staff, and heard at each and every session how much they loved their jobs. I saw the pride on their faces as they expressed their commitment in their daily lines of duty. They were eloquent when describing the need for advanced training. I asked them what kept them up at night? The thought that they could fail when called upon to save a life. Professional development was the No. 1 priority.

I also learned how retention of employees was paramount. It takes two months to hire an employee and another year to train them to do their respective jobs. When an officer, a fire fighter or a support staff moves one county over because they can earn a larger salary, morale drops within those departments. Mentally, it's harder each time to pour into the next new employee, knowing it will probably happen again. PFD lost 27 firefighters to other fire departments between 2005 and 2018.

### **2 Equipment**

As in any business, employees must have the tools needed to do excellent work. Reliable and well-equipped vehicles, apparatus and gear that will not fail in the line of duty was an overriding desire for employees and leaders in both public safety departments.

3

### Panhandling

Public member comments echoed those of our public safety employees when discussing individuals in our city who are homeless vs. those who panhandle. My questions to them—are homeless and panhandlers the same people? That started a very emotional dialogue. I weighed in as a long term Pensacolian and career social worker. In 1987, I was a discharge planner for a major healthcare system. My job was to assure that each patient released had a safe place to go and the equipment they needed to start their journey of healing or rehabilitation. I learned about disparities and I had compassion for those men and women who had no place to go upon release. In 1992, I had the honor to develop Waterfront Rescue Mission's Homeless Women's Shelter, a four-phase program that addressed addiction and mental illness. I spent six months visiting every agency who provided social services for homelessness, addiction and mental health before I launched our program. That research laid the groundwork years later as I founded Pathways For Change. My recommendation concerning panhandling is one in which I am impassioned.



## RECOMMENDATIONS

### Make a dedicated investment in training and development of first responders

Department Chiefs, their leadership teams and front-line staff talked about how each department experienced a large number of retirements or turnover (25 or more each) in the past five years and how this mass exodus diluted the institutional knowledge needed for continuity of service. Who was continuing education, mentoring, and training our boots on the ground police officers and firefighters?

In the past 14 months alone, PPD officers have seen a combined 62 training requests denied. The value of all those trainings denied, combined, was a mere \$37,139. This does not factor in the many officers who expect a “no” and don’t even file a request for training as they expect a denial. The entire training budget for more than 150 officers is about \$131,000—less than \$1,000 per officer in the field each year.

To make matters more frustrating for police, the PPD union contract provides a pay incentive for officers to continue to learn. A lack of dedicated funds for training means we are not only telling city officers that their development isn’t important, but we’re prohibiting them from a reward already installed to inspire them to seek training and development.

For police, one possible funding stream would be allowing the PPD to use lapsed salaries—salary already budgeted for an open staff position—for training dollars in that year when available.

Investment in PPD training could create cost savings immediately. When the city is sued over a police-involved issue, one of the first questions asked is about the amount of training the officer in question had.

When Pensacola Fire Department Chief Cranor mentions training, she says “Experience is what you get right after you needed it.” It’s a sobering statement.

The Fire Department has had to tackle the challenge of retirements, loss of institutional knowledge, succession planning, disaster preparedness, and health and safety concerns head on.

The Fiscal Year 2019 budget total to cover fire suppression, rescue, and hazardous materials continuing education and professional development? Just \$14,200. Those numbers just aren’t enough.

During the past economic downturn (and required budget cuts), the PFD Health and Safety Battalion position was taken away and merged with the Training Battalion’s position. This leaves one Chief Officer (with no staff) to ensure that required training, development, and best-practice safety mandates get implemented. Also, during the recession crisis, an Administrative Branch Chief Officer was eliminated, leaving the Fire Chief as the direct supervisor of the entire Administrative Branch. This, while also performing the duties of Disaster and Emergency Management Coordinator for Pensacola.

These consolidations minimize the critical importance of disaster planning and emergency management for an entire city. In addition to training dollars, funding the Planning/Safety Battalion Chief allows the Training Battalion Chief to provide focus solely on training and response plans. It also allows the Fire Chief to focus on the department’s preparedness, transition/succession planning, grant writing, and to ensure budgeting reflects the department’s needs.

Not least of all, this position fulfills both FEMA and Homeland Security requirements for emergency management planning, allowing for the strategic planning and forecasting of needs and preparedness for an all-hazards fire department as required by the US Department of Homeland Security.

If dollars are earmarked specifically for training and development, the city should not only see an immediate return with more experience patrolling our city, but these investments in people lower turnover and increase employee engagement—both saving taxpayer money. Happy first responders equal harder, more efficient work, and happier citizens. I see a dedicated, earmarked budget for first responder ongoing training as the top priority, and an investment the city cannot overlook.

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## **Complete a comprehensive compensation, equipment and staff level study.**

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I recommend that Mayor Robinson and the City Council approve a study for an outside company to review three important topics specifically within the next 90 days:

1. **Compensation, Benefits and Pensions.** Are we being competitive with similar cities or is our pay scale allowing for less experience, more turnover and disengaged employees? Are we being fair to our departments as far as pension goes compared to others?
2. **Equipment.** Our police and fire departments have aging fleets that likely need a boost much quicker than the equipment is scheduled. How does the age of our vehicles stack up to others? This can affect turnover and public safety immensely. Do PPD and PFD have all the tools to do their job sufficiently? What equipment are the departments missing that could cause a disaster down the line? I concurrently recommend the city review and possibly expedite some key and obvious equipment needs and not wait for a completed study. I have included the current status of equipment in both departments in Crime Appendix A as stated by the leaders of the respective departments.
3. **Staffing Levels.** Do we have enough people on staff in police and fire to keep us safe? This section obviously is impacted by turnover and compensation as well, but we should ensure our city has the proper staffing levels and not to rely on just past precedent in assuming that our growing community is meeting those needs.

For example, the Pensacola Police Department had 30 open police officer positions during the past several years so they shut down specialized units and cut staffing levels in every division. The DUI Squad, Street Crimes Unit, and COPS Unit were shut down completely.

All of the work performed by these units was spread throughout the department and every employee was tasked with additional job assignments. This type of restructure leads to burnout and poor morale.

It's time to do a study of our first responder resources with current and modern metrics. For example, we technically had a larger city population in 1990 than we do today. Does that mean we need less officers? No. It does not factor in the downtown surge of visitors from outside the limits. It doesn't factor all the businesses and people who inhabit our city limits each day and live elsewhere like Gulf Breeze or 9 Mile Road. Think about how much our downtown has changed in terms of vibrancy since 1990. Logic suggests our city limits are busier than ever before, yet our staffing levels have remained flat.

It would likely be much more accurate to judge the needs of our departments based on *call volume and response times*. Though the population of our city decreased, the number of visitors into downtown increased, meaning more drivers are passing through the city each day. We should use these metrics to compare to other cities.

Here is an example of why staffing and compensation studies matter. Dispatch operations had five vacant positions in 2019, and because of this, the city paid 800 hours of overtime. Burnout and fatigue will eventually create hardship.

If I were to call 911, I want that dispatcher to answer and process my call and get it to the first available responder. A wait time to process a call can mean the difference of life or death. Are we paying competitively? It's worth a look when lives are on the line.

The Pensacola Fire Department faces a critical challenge of recruiting and retention. Since 2005, PFD has lost 27 experienced, qualified firefighters to other fire departments. Maybe they returned to a hometown, or left for better salaries or benefits? Maybe because the other department had more capabilities—more ways for a firefighter to do the job?

Can our city fund the level of services, programs, benefits and salaries that entice qualified candidates to choose—and remain with—PFD? This study will provide those answers.

There are certain facts we must face. As the city grows—more construction, more citizens, more businesses—so does the responsibility to keep us all safe. From the increased number of building inspections to higher emergency call volume, the Fire Department is impacted. Another fact: Disasters will happen. Hurricanes, for one, present real threats not just to Pensacola, but to our region. The best way to recover from any disaster is to be prepared. The US Department of Homeland Security provides a National Response Framework and FEMA set up a National Preparedness Goal for cities across the country (see Crime Appendix A). Meeting the demands and goals of these response and preparedness initiatives puts Pensacola in the best position to prevent, protect against, respond to, and recover from disaster. This preparedness should be a key focus area for the department and not simply a tacked-on responsibility.

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### **Create a committee to address panhandling with a solution by June 15.**

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I was asked an interesting question at a recent public forum, “Do we have so many panhandlers in Pensacola because we have so many resources for the homeless?”

That question made me cringe. Because in my 30 years working with homelessness, understanding their stories and their desire to live full lives, the behavior I see and hear about of people who panhandle are two very different populations.

As we say at Pathways For Change, “every life is a life worth saving.” Our mission is to reach those who have lost their lives to addiction, mental illness or the terrible life circumstances that brought them to the point of homelessness. Our doors are open to everyone who wants help. So are so many other non-profit organizations.

I do agree with the woman when she mentioned Pensacola’s plethora of services. We have so many dedicated people who choose a career to make a difference in the lives of the disadvantaged.

We have so many good-hearted citizens who give their personal earnings to fuel those non-profits. Just call 211 and ask what is offered in our city for those who need help.

Lakeview Center is one of the largest mental health facilities in our state and if you want help, they can provide addiction and mental health treatment.

Opening Doors, formerly called the Homeless Coalition offers comprehensive case management.

Reentry Alliance of Pensacola connects daily with men and women reentering our community from jail or prison. They provide housing, transportation to day labor, and wrap around services that allow a person to live and thrive within our social norms.

Local attorney Will Dunaway, who is knowledgeable on this issue and who supports the men and women living in the Satoshi Indian Homeless Camp, describes what his homeless friends call “the country club”: The Alford Washburn Center offers a place to shower, wash clothes, store personal belongings, a place with an address to receive mail, be it a disability or Veterans Administration check or a way to connect with family or a support network.

Waterfront Rescue Mission has incredible, far reaching and long-term services for the homeless. United Ministries serves individuals and families who are just days away from homelessness. They give, not only a check to pay back rent, utility bills and the like, but they spend time with their clients teaching them about predatory lending schemes or other practices that will drain their resources and put them back in financial jeopardy.

During my December ride along with the PPD, our first run was to a downtown business. The owner called and was concerned about his employees going home for the evening. A man who panhandles during the day habitually camps out behind his business at night, shouting obscenities to any person who walks by or exits his salon.

Another business owner relates to this dilemma. A man who panhandles outside his business used his bathroom facilities one day, defecating and smearing feces all down the hallway. He had to shut down operations for a day—a vastly expensive measure with no way to recoup the lost revenue—to remove human feces from his establishment.

We can all agree that the lives of people matter.

That employer and those employees? They deserve a right to live in peace. They have rights to make a hard-earned wage, to get to their cars without fear and go home to their families. We often overlook this point because those people may be living more stable lives, but that shouldn’t disqualify business owners and employees from the rights they deserve as well.

And of course, that man who panhandles has a right to the same peace. Neither has more rights than the other.

It's time for our city to be a leader—and have a plan—in defining what is a peaceful norm in which to live. We have to stop being co-dependent. My recommendation is that by April 15, Mayor Robinson create a committee to study the complex panhandling issue in our city. We have been stuck in a cycle of either inactivity on the issue or swift decisions that have proven unsuccessful.

This committee, which should operate transparently in the Sunshine, should be made up of 13 people and last 60 days with the clear and defined outcome be to bring a solution to the mayor and City Council by June 15, 2019. I strongly recommend that it study what other cities have done recently including St. Augustine, Daytona Beach and Dallas.

I would suggest a member from Alfred Washburn, United Ministries, Waterfront Rescue Mission, Lakeview Center, Pathways For Change, Re-entry Alliance of Pensacola, Opening Doors, the ACLU, the Downtown Improvement Board, The District 3 County Commissioner Lumen May, District 6 City Councilwoman Ann Hill, City Planning and the Pensacola Police Department.

This should not be a one-sided committee, and we know there are spirited and passionate voices on both sides of this issue. We have to face the reality that consensus may not be possible, and to that end, the committee should still do its best to come up with the best possible solution for the leaders of our city to decide on and enact.

## MEASURABLE ACHIEVEMENT

These are the categories I recommend are tracked within our city:

- Call Volume Per Year in city limits.**
- Employee Turnover in PPD and PFD.**
- Response Times for PPD and PFD.**

## BARRIERS

There were no barriers to receiving the information I need, other than the lack of personal time and expertise to sufficiently benchmark staff and equipment levels. The PPD and PFD were gracious with their time and transparent with their information as were all first responders I met with during this process.

*Twenty-five percent of city residents surveyed identified the “Economy/Jobs” as their top issue in 2018.*



# ECONOMIC DEVELOPMENT

BRIAN WYER, PILLAR LEADER

## SCOPE OF REVIEW

My report will address what our residents believe to be the top issue facing the City of Pensacola and Escambia County as listed in the 2018 Quality of Life Community Report conducted by the Pensacola Young Professionals organization.

Twenty-five percent of city residents surveyed identified the “Economy/Jobs” as their top issue in 2018. Escambia County residents as a whole has identified “Economy/Jobs” as their top issue (28%) as well.

As President/CEO of the Gulf Coast Minority Chamber of Commerce, my goal is to increase the economic initiatives for businesses in our community. On a daily basis, I work with numerous groups, individuals, and businesses to understand their challenges and to convert their obstacles into opportunities. I have been in my position for 18 months will hopefully bring a fresh set of eyes into our community’s economic landscape.

Our city has made wonderful economic strides over the last few years, but I feel that we need to build upon this momentum to reach our full potential.

The scope of this category covers the citizens of our city’s desire to have meaningful jobs and create new jobs in our community. The category pertains to our city because of the funding allocations spent on Economic Development. Our decisions on these allocations will have an impact on creating a talented work force for the future.

My fact-finding approach includes a mixture of the following:

- One-on-one meetings with internal city leaders
- One-on-one meetings with external stakeholders
- Presentations to stakeholder groups
- Public Input sessions at various times and locations
- E-mails received through the city’s website

I met with 20-plus groups, more than 40 individuals and gathered feedback from my four dedicated input sessions for this category. I also attended five other community input sessions lead by other transition team leaders. I also met with numerous community economic

leaders, including but limited to the following:

- Scott Luth, FloridaWest CEO
- Dr. Martha Saunders, UWF President
- Dr. Rick Harper, Triumph Economic Adviser
- Amy Miller, Port of Pensacola
- Daniel Flynn, Pensacola Airport
- Sheri Myers, Pensacola City Council
- Rebecca Ferguson, City of Pensacola Economic Development

Please review a detailed list in the Economic Development Appendix.

## KEY OBSERVATIONS

- 1** Clear lines of communication are needed between the city department leaders, Mayor and City Council. A reoccurring theme was mentioned by several individuals that many items impacting their city departments needed to go through the Mayor's office. A free-flowing communication model would reduce response time between the various departments.
- 2** A goal of providing timely feedback to citizens from city departments. I received numerous comments from citizens that they had challenges receiving callbacks from city departments. Continuing to provide town halls, Mondays with Mayor and public input sessions will help to resolve this issue. If not already available, a tracking system for logging issues may be helpful.
- 3** Strategic master plans for the airport and port should be made available and promoted to the community. Several groups and citizens commented that there is confusion with the current status of these plans. There are also concerns with being able to locate these plans.
- 4** Mentioned throughout various public input sessions were concerns about our current and future workforce lacking diversity. Examples were provided where many of our economic, crime and drug related issues could be resolved by dedicating resources for youth intervention programs.

# RECOMMENDATIONS

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## **Adopt the covenant for the community.**

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The Covenant for the Community, which requires that 70 percent of all workers on a construction project be from the local area, has already been adopted by Escambia County. It contains specific guidelines for county procurements related to construction projects and capital improvements. If our goal is to develop our own economy first, I recommend the city adopt the same measure for its projects.

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## **Increase awareness of the city's "One-Stop Development" meeting that currently takes place.**

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The city has created a valuable informational weekly opportunity, Wednesdays at 9 a.m. at City Hall, to help business owners by having all key city stakeholders available at one time to answer questions and concerns about permitting, planning, economic opportunity and fire safety. We should create more awareness of that meeting as many business owners I spoke with were not aware of this innovative approach.

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## **Clearly define the functions of the city's Economic Development department.**

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I recommend all potential economic development projects that come to the city have a clear and defined standard procedure to eliminate mixed messaging and provide clear expectations to potential business owners.

This includes defining which staff people—the city's Economic Development staff person, FloridaWest, Mayor Robinson, the pertinent department head, etc.—are in the loop as an opportunity begins and progresses.

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## **Create an objective measurement protocol for Economic Development.**

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The success of Economic Development can often be difficult to track. I recommend that the city develop clear measurement to evaluate the success of local economic development organizations and dollars invested by the taxpayers.

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## **Create monthly startup fairs for local businesses**

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As our city grows, so does the thirst for entrepreneurship. We have to ask ourselves how much we are helping quench that thirst as a city. One possible addition would be a monthly “Small Business Startup Lab” designed for startups and people just thinking about doing business in our city.

These meetings should be monthly and serve as “one stop shopping” for individuals needing assistance in their entrepreneurial endeavors.

These meetings, which should be coordinated by the city’s economic development department, should include internal departments like permitting, licensing and planning—just like the weekly meetings already in place. But it should also include information from a rotation of people outside city government including information about banking and financing, microloan grants and programs, the Small Business Development Council, etc. If our city wants to cultivate small business growth, we should also take responsibility for helping people access the needed information, not wait until a business owner comes to our door.

A significant part of this meeting’s success will be to market it strongly, so a marketing effort to let our community know will be required.

## MEASURABLE ACHIEVEMENT

### Economic Development Dashboard

As a community, several groups have created various ways of determining economic success. The city should consult with key stakeholders, use a town hall format for public input, and look at best practices from similar cities to create a definitive list of measurements. Once these measurements are determined, we should post them as a dashboard that can be updated on regular intervals.

That dashboard can include, but not be limited to:

- Business Licenses in the City of Pensacola
- Annual Property Value in the CRA and the City of Pensacola.
- Average Annual household income in the City of Pensacola

## BARRIERS

The only minor barrier was broad nature of my category and the need to divide it into smaller areas as well as the need to focus on actual metrics and agree upon a common set of criteria.

*The importance of education for every person is to live independently and to gain freedom.*



# EDUCATION

MICHELLE SALZMAN, PILLAR LEADER

## SCOPE OF REVIEW

Education should be a priority for the city because it is the cornerstone of guaranteed future success for our community. The importance of education for every person is to live independently and to gain freedom. Education is the key to a happy and stable life, it provides our community's citizens with a better opportunity to gain a higher paying job, it creates a more fair and equal place for all social classes and genders, it makes our community self-dependent, reduces the rate of crime, it creates a more confident community, a more productive society, and is a vital component for economic prosperity for the City of Pensacola. While some may be quick to point out that the school district is run outside of the city's purview, I believe that a lack of focus and synergy between the City of Pensacola and the school district is a missed opportunity for all people living in our city.

I have spent a majority part of a decade as a community volunteer advocating and working with our children, parents, teachers and public school administrators. I have served on numerous boards for education at

the local school level, county level, and state level. Representing parents and students consecutively for school zoning issues, Title One funding, Program Development, Textbook Committees, etc. I have also served on numerous non-profit boards that focus on education, as well as partnered with our local legislatures and advocated in Tallahassee, and assisted in appropriations bills for education.

Since education has a reach across all facets of the city, my scope of review included a broad lens. I interviewed Educational leaders such as Malcolm Thomas, the Escambia County School Superintendent as well as school board members, principals, teachers, parents, students and community members. Interviews were conducted with various community leaders who have a direct relationship with children and families who are actively in the education system. I also did phone interviews with various contacts within the Florida Department of Education to gain the state's insight as well as learn their future focus on education from the state's perspective.

I reached out through my networks in the community face to face, I made myself available at board meetings, I posted publicly on social media and through email blasts and through the transitionpensacola.com website. I attended open forums, public input sessions hosted by other transition team members; as well as attended mayoral town halls to

ensure I was as accessible as possible to the community and all who had an interest in our educational input. Finally, I hosted my own education public input session at Cordova Park Elementary that was well attended and was livestreamed through the Escambia County Council of PTA's Facebook Page.

## KEY OBSERVATIONS

I saw four common themes when approaching ways for our city to focus on education.

- 1** The most apparent and echoed opportunity throughout my time on the transition team is better collaboration, communication, and connection between our city government and our school district.
- 2** While it has overlap across other transition team sectors, the lack of sidewalks and walkability throughout neighborhoods, especially those around schools. While this issue will be addressed in a general sense, I believe that specific to Education, we need safer pathways to schools and community centers for our children and families.
- 3** A lack of a mentoring and education culture throughout the city's employees.
- 4** Limited availability and ease of use of the city's community centers for educational purposes.

# RECOMMENDATIONS

## Create an Education Leadership Council for the city, county & School District.

This Leadership Council would meet once a quarter to discuss aligning resources and goals to create a collaborative impact that would not only create better outcomes, it would also keep the conversation about education a relevant one for all of the community. Culture starts with the leadership of our community.

I recommend these positions be a part of this committee that would meet quarterly:

- Mayor of City of Pensacola
- An appointee from the Escambia County Administration
- The Superintendent of the Escambia County School District
- The Community Involvement Director at the Escambia County School District
- An appointee from the City Parks & Recreation Department

## Clearer communication about education on city platforms.

The city's website is a powerful way to increase communications and connections in the city. Currently, the website is hard to navigate. Community partners and programs aren't listed in ways that the general public can access easily. An education page that shows all education opportunities inside city facilities would be vital to the success of any of the programs offered.

Additionally, the "playbook" that the city publishes should also be re-evaluated for ease of access and readability for the families. Parents in our city said that they found the informational guide to be hard to use, and because of this, they didn't take advantage of this tool.

## Create a mentor program for city employees.

Mentor programs in our community are already in place and typically only require 30-60 minutes each week. Offering an opportunity for the city employees to become involved in our community will have a positive impact all around. Example of Mentor Programs include:

- Mentor Program through Escambia County Public Schools (Community Involvement)
- Big Brothers Big Sisters
- Reading Pals through United Way
- Take Stock in Children

If the employee is eager to give back, but isn't interested in direct contact with youth, the United Way, Studer Community Institute, and other like-minded organizations could provide them with other organized volunteer opportunities.

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**Create a more accessible, consistent, and affordable Memorandum of Understanding (MOU) for non-profits to the various community centers.**

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Community Centers are a critical component for the city's connection to the citizens. Currently, their MOU is a basic information sheet that is only seen and used for reference by Parks and Recreation. The information on these MOU's is not kept in a way that is easy to gather information. It also lacks significant information that could be used to benefit city residents such as duration of programs, willingness to perform the program in another center, and outcomes of the program being offered. Furthermore, the community centers should be open on weekends for the community. Crime prevention, education, economic development, and many other important areas would have a direct and positive impact if the community had access to these centers on the days that there isn't school or afterschool activities.

## MEASURABLE ACHIEVEMENT

Measuring our city's potential increase in collaboration, connection, and communication to the citizens and community partners in the field of education could be done by tracking these metrics.

**Administer incremental surveys.**

The community centers need to create a participation survey for the parents of the children using their facilities. They could administer them every quarter to gain direct feedback on their communications of programs being offered as well as utilize it to gain other valuable insights. These would also help the parks and recreation department evaluate their employees at each location.

**Measure the number of individuals and families who participate in the programs as well as the number of programs being offered.**

The community centers should do a thorough count of programs currently being offered as well as participants in these programs and use this as a guide to gain more participation and use of community centers based off of their findings.

## **Number of community partners.**

This information can be stored in a quantifiable database that is accessible by all departments in the city as well as the public. Currently, there is no way for a citizen or city employee to go to a centralized location to learn about who is partnering with the city, what services they provide, or where they provide them. The city has the “play book” which is their only means of communicating the overall programs being offered by the city. This same database could store all of the survey results as well as the participation data. A centralized database that allows everyone access to this information will help all of our community partners as well as the city create a more impactful partnership.

## **Track the progress of the Mentor program, and potentially highlight high performers in the program by keeping a log of amount of mentors as well as the amount of hours volunteered.**

The school district and all other mentor programs track this information for you, it would only be a matter of requesting the information from the Community Involvement Coordinator at the District Office.

## **Long-term measurement for all educational performance indicators can be determined through Kindergarten Readiness metrics and changes in youth crime rates.**

## **BARRIERS**

- The community centers do not communicate with one another, and the information is not readily available in a centralized and accessible location. The community centers do not share information about programs and offerings with one another.
- Lack of consistency in processes throughout the different community centers. For instance, one non-profit may be allowed to provide an after school service for free to the community and another non-profit a few miles away may be charged a usage fee to provide a free public service to the community.
- No ongoing measurement (survey) that gives true feedback from the citizens.
- No current policy in place that encourages city employees to mentor or volunteer with the youth of our community.
- No current line item in the budget for education.

*Maintaining a healthy natural environment is fundamental to all life...*



# ENVIRONMENT

CHRISTIAN WAGLEY, PILLAR LEADER

## SCOPE OF REVIEW

Protection of the natural environment is a core governmental function, which includes the balancing of private and public interests as they relate to the condition of air, water, and land and the health of natural and human communities. Maintaining a healthy natural environment is fundamental to all life, including that of humans, and the impacts of environmental protection reach into so many areas of our community, including economic development, quality of life, public health, and more.

The Environment category includes a broad range of issues affecting the quality of air, water, and land. There are a number of City of Pensacola departments that relate to environmental issues, including planning, code enforcement, public works, sanitation, and parks. Much of the city's relationship to environmental issues involves the enforcement of various laws related to environmental quality; the provision of basic services such as garbage collection; and the construction and management of infrastructure, such as streets, parks, and stormwater facilities.

My approach to fact-finding was to hold a combination of public and individual meetings

with dozens of citizens, environmental organizations, and city staff that have a direct relationship with environmental issues. I also reviewed a number of city reports and documents on topics such as tree canopy, stormwater, walkability, and more. Finally, I used scientific research and studies from Pensacola and elsewhere to help set priorities for action. In setting priority recommendations, I considered the following: degree of public support; scientific research documenting seriousness of issue; opportunities for synergy with other improvement efforts; ease of implementation; and potential benefits.

I attended three meetings of the city's Environmental Advisory Board during the term of the transition team, with one meeting specifically devoted to collecting input from the Board. I held two public input meetings, one being a combined meeting with walkability and neighborhoods. I collected input at regular monthly meetings of local environmental and civic organizations as well as corresponded with individuals from various businesses and organizations.

## KEY OBSERVATIONS

There are several main themes that emerged during my work in collecting public input and researching environmental issues as they relate to the city:

- 1** The local transportation system is likely the greatest single source of negative environmental impacts to the city's air, water, land, and public health.
- 2** Most indicators of environmental health in the city are improving, though in some cases those improvements are tempered by continued poor conditions overall—especially in the case of waterways.
- 3** The city government has a mixed record of accomplishment on environmental issues, ranging from an active and successful program of stormwater retrofits to few actions taken to reduce energy use, confront climate change, or encourage alternative methods of transportation.
- 4** Support for tree protection, action on climate change and renewable energy, and a more walkable/bikeable city were by far the most commonly-expressed items by members of the public. A full description of public input and a discussion of issues is included in the Environment Appendix A.

## RECOMMENDATIONS

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### **Plant more street trees, specifically targeting the city's west side.**

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Street trees are those growing on city right-of-way between the street and sidewalk, and tend to provide greater community benefits than trees planted in other locations. Shifting the emphasis of the city's tree program to providing more street trees will bring a host of benefits to neighborhoods and commercial corridors, and reinforcing city goals to include beautification and a more walkable/bikeable city.

Street trees provide enhanced stormwater benefits as their canopy often extends above the impervious surfaces of streets and sidewalks, intercepting rain before it can become stormwater runoff. They can be planted as part of stormwater management systems such as bioretention cells

that capture and retain stormwater runoff. With these benefits, trees are part of the city's green infrastructure, which is a growing trend for helping cities confront issues with stormwater and climate change.

Street trees help to slow speeding traffic by narrowing the field of view of drivers, and can be planted inside traffic calming features added to roadways. They provide shade that creates cooler streetscapes that are vital to encouraging non-automobile travel. The PENSACOLA URBAN TREE CANOPY STUDY notes the scarcity of tree canopy on the city's west side and recommends corridors for plantings.

The city's Tree Planting Trust Fund collects mitigation fees from development projects and uses those funds to plant new trees on city-owned property. The fund contains over \$425,000 but City Council currently has a hold on expenditures. Mayor Robinson should assist the Council in opening this fund so that it can be utilized to plant more street trees.

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### **Create form-based standards for key commercial areas to create more environmentally-friendly spaces.**

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Form-based land development standards are being used across the nation to help communities create more attractive places. Those places also are more environmentally-friendly by using land more efficiently and creating better conditions for walking, bicycling and transit. Pensacola, like most municipalities, regulates land development through a conventional zoning code. Zoning codes focus on use rather than the quality of development, and are now widely recognized to contribute to traffic congestion, unattractive streetscapes, auto-dependent development patterns, and more air and water pollution.

Form-based standards regulate how buildings fit on a site, how they orient to the street, the location of parking, and how investments in the public realm such as sidewalks and street trees are designed. These standards help create more of the walkable, place-based patterns favored by changing consumer preferences—especially those of millennials and seniors.

The City of Pensacola is largely built-out, which means that redevelopment is the only way for Pensacola to see more investment and to accommodate additional residents. The improved efficiency of land use that comes from form-based standards helps communities do more with less land while also helping to meet goals for livability and environmental performance.

The city should choose key commercial corridors and nodes where form-based standards can best help to guide new investment and redevelopment—perhaps as part of neighborhood plans. Some likely areas that could benefit include the Cordova Mall/Sacred Heart Hospital/Pensacola State College area and busy commercial corridors such as Cervantes St., N. Ninth Ave, and others. The city should work with the community to create form-based standards for new development and a plan to help guide strategic public investments such as streets, bicycle/pedestrian facilities, parks, and stormwater features.

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## **Complete a greenhouse gas inventory of city operations.**

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An inventory of the city government's emissions of greenhouse gases creates a baseline that is vital to addressing climate change. Such an inventory will focus mainly on the use of fossil fuel-based energy for city operations (energy use for buildings and vehicles), with other secondary sources. Many local governments across the nation have already completed such an inventory as part of efforts to address climate change and Pensacola should do the same.

The inventory could be conducted by a city employee utilizing ClearPath™—an online tool to complete greenhouse gas inventories and to forecast and monitor emissions, which is free to municipal members of ICLEI-Local Governments for Sustainability USA. Additionally, the inventory could be contracted-out to an energy management company or similar entity.

A completed inventory will help the city identify opportunities for energy savings through conservation (often behavioral changes) and efficiency (typically technologies or upgrades) improvements, which reduce energy use. Reducing energy use reduces emissions of greenhouse gases and air and water pollution, while also reducing the cost of city operations and thus improving the efficiency of services to taxpayers.

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## **Set an aggressive renewable energy goal for Pensacola.**

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In order to confront climate change, reduce air and water pollution, and create an orderly transition to renewable energy, Mayor Robinson should officially set a goal for a transition to 100% renewable energy for city operations.

In Florida, seven cities of all sizes have made the pledge, with targets for 100% transition to renewables ranging from 2030—2050. Tallahassee is the latest to join-in, having approved its transition in February 2019. The city's Climate Mitigation and Adaptation Task Force recommended a conservative goal of 30% renewable energy for Pensacola by 2030, and 100% by 2040.

For locally-generated renewable energy, solar is by far the most viable option. A proposal to install photovoltaic panels on city warehouse buildings at the Public Works and Facilities complex on N. Palafox St. is included in the Environment Appendix B. This shows the potential for the city to produce more of its own energy, thereby reducing the cost of operations, improving resiliency in the event of power outages, and meeting goals for the reduction of greenhouse gas emissions. The enclosed proposal is only meant to serve as an example, and any such project would have to be done through the city's standard procurement process.

Part of the city's transition to renewable energy will necessarily include a long-term phaseout of its natural gas utility. This will not happen overnight, but the City should begin planning for

that future in order to ensure an orderly transition—including the consideration of revenues currently generated by the utility.

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### **Form an additional crew to clean stormwater inlets.**

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The city has only one three-person crew assigned to clean out and maintain thousands of storm drains and related facilities across Pensacola—down from three full crews just a few years ago. According to the Public Works Department, this dramatically limits the performance of the existing stormwater system and its ability to drain floodwaters and to provide stormwater treatment. Restoring at least one additional crew offers a great return on investment that offers environmental and safety benefits while helping to meet the concerns of residents who ranked stormwater at the bottom of the list in satisfaction in the most recent Haas Center Survey.

In the absence of an additional stormwater crew, residents and businesses face the frustrating circumstance of a system that does not perform as designed because it is not being maintained. This puts properties adjacent to flood prone areas at direct risk of flooding in extreme rain events that have already become more common and intense with a warming atmosphere caused by climate change.

## **MEASURABLE ACHIEVEMENT**

There are a number of indicators of the city's environmental health that are already being measured, and others that should begin to be measured. With each parameter, I also included whether the desired trend was an increase or decrease, and the collection interval. The following indicators that are listed should be put on a dashboard to track improvements in environmental health. The city should also include city operations energy use, ground level ozone and miles of sidewalks and bicycle facilities.

### **Vehicle miles traveled (VMT) per capita | Reported annually (decrease)**

Automobiles are the largest single source of pollution, with impacts on both air and water. The Florida Department of Transportation collects VMT for State roads that traverse the City of Pensacola, and publishes tabulations of VMT by County.

## **Renewable energy (city operations) | Reported annually (increase)**

Percent of energy from renewable sources. The City does not currently use any renewable energy that it produces, but some electricity purchased from Gulf Power does come from renewable sources (around 11%). This information would be compiled from power sources used by NextEra energy, as well as any renewable energy the City installs or purchases for its own operations.

## **Bacteria counts in waterways | Reported weekly (decrease)**

The Florida Department of Health in Escambia County conducts weekly sampling of coliform bacteria (Enterococci) levels in surface waters at Sanders Beach (Pensacola Bay) and Bayview Park (Bayou Texar). Advisories warning against water contact are issued when unhealthy levels are found.

[www.floridahealth.gov/environmental-health/beach-water-quality](http://www.floridahealth.gov/environmental-health/beach-water-quality)

## **Tree canopy cover | Reported every five to ten years (increase)**

The City's coverage of tree canopy is a helpful indicator of environmental health, with coverage goals that vary with the intensity of land use. The 2014 CITY OF PENSACOLA URBAN TREE CANOPY STUDY provides the most recent assessment, and should be updated every five to ten years. It also provides guidance on goals for tree cover in different areas of the city.

[https://bit.ly/2IEPMVt \(PDF\)](https://bit.ly/2IEPMVt (PDF))

## **BARRIERS**

There were no significant barriers encountered during the process of collecting public input and assessing priority recommendations. Creating a dashboard to track improvements in environmental health would be beneficial.

An additional reading material list can be found in the Environment Appendix C.

*Budgeting is a simple formula; revenues must equal expenses.*



# FINANCE

BRUCE VREDENBURG, PILLAR LEADER

## SCOPE OF REVIEW

The Financial Services Department of the City of Pensacola is the backbone of the city's operations in terms of its responsibility to effectively and efficiently manage the various resources of the city in support of those departments and enterprises who deliver services to the citizenry of Pensacola.

The process of review and evaluation for purposes of this report consisted of individual meetings with multiple members of the city's Financial Services Department (FSD), elected officials, registered voters, city vendors and a series of five (5) public input sessions where various agency, department or enterprise managers/directors were asked to present an overview of their respective responsibility centers and to make themselves available for questions from the transition team representatives and/or city residents.

While this review can hardly be considered a comprehensive or exhaustive exercise, effort was taken to gain insight to a significant portion of the city's key areas of financial consideration

or impact. In addition, a tremendous effort was put forth to provide an inclusive process that was both informative and educational to all who chose to participate in the process.

As a general comment, throughout the observation process it was noted, as would be expected, that there were a diverse representative of individuals and/or groups who held strong beliefs in regards to where the city might eliminate certain spending or, on the contrary, might increase investment in certain projects or efforts. Towards that end, budgeting is a simple formula; revenues must equal expenses. To the extent that there are additional investments considered, there must either be an offset of expenses taken from another project or service to maintain that balance. The other alternative is an increase in revenue. In the end, it is about priorities and what the council members, through an assessment of their respective districts, believe are the top priorities and whether or not it warrants a reduction in other services or an increase in revenues (taxes).

 **CURRENT SNAP SHOT**

2019 General Fund (GF) Appropriations	\$53,693,400
2019 City-Wide Approved Budget	\$239,718,600
Current Council Fund Balance Reserve	\$13,522,300
Reserve Fund Balance percentage	25% ( <i>calculated as % of GF appropriations</i> )
Council Reserve Fund Balance Minimum	20% ( <i>council established policy</i> )
Current real property millage rate <i>*no change since 2012</i>	4.2895 mils ( <i>statutory maximum is 10 mils</i> )
2019 final real property taxable value	\$3.781 billion ( <i>7.2% growth over FY 2018</i> )
2019 budgeted property tax revenue	\$15,459,000 ( <i>highest level since 2007</i> )
Current debt obligations against the City's General Fund	\$0
Credit Rating: Long-Term Issuer Default Rating	AA+ Fitch Ratings

 **KEY OBSERVATIONS**

Today, the City of Pensacola is in a stable financial position with a growing General Revenue Fund, increasing tax base (property tax revenue will grow by over \$1 million in FY 2019), a healthy General Fund Reserve of 25% of the General Fund appropriations budget (exceeds the recently approved mandatory minimum of 20%), increasing sales tax revenue and no direct debt obligations against the City's General Revenue Funds.

## RECOMMENDATIONS

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### **Engage open discussion about the budget with City Council, city employees, and citizens.**

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The city's Financial Services Department (FSD) is represented by a seasoned group of professionals with significant institutional knowledge and an average tenure approaching, if not exceeding, 20 years of service to the city. Such a collection of institutional knowledge and stability serves Pensacola well as it relates to operational consistency and, in particular, during times of economic challenges.

During the observation process it became apparent that others do not share the same level of depth of understanding, as would be understandable, around the city's financial condition and, in particular, the budgeting process. Throughout the observation process there were repeated comments from other participants who requested a greater understanding of the city's financial operations and more inclusiveness around the budgeting process.

In speaking with FSD staff regarding this particular issue, it was shared that multiple open meetings are offered throughout the budgeting process and have had less than the desired result in terms of participation.

While participation cannot be forced, it is clear that what has been offered in the past, in terms of open meetings to discuss/evaluate the budget, has not been a success. It might be of greater value to offer individualized engagement with FSD and each council member, particularly given the addition of new members to the council. Furthermore, the Mayor might consider community workshops throughout the year and on an ongoing basis, similar to the public input sessions that were offered during this process, which allow for citizens to gain insight to the city's financial position as well as to better understand the financial impacts/benefits that are derived from the various enterprises within the city's operations.

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### **Create a succession plan for seasoned city finance employees.**

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In as much as the city's FSD benefits from a tenured and capable CFO who has been with the city in excess of 30 years as well as key leadership personnel who have an average tenure nearing 25 years, it also poses a considerable threat to the city's stable financial operations in as much as there is no apparent or well defined succession planning that has been identified. Multiple leadership positions have individuals who have already begun the process of initiating retirement efforts and will take with them a wealth of institutional knowledge that holds a significant value to the city.

The Mayor should immediately address this issue through an evaluation of existing staffing with a focus around understanding near and mid-term retirement separations from employment with the city. As a guide, near and mid-term might be distinguished through remaining years of service being 0–2 years and 3–5 years respectively. In addition, an evaluation of the capabilities of those within the staff whose potential separation from employment would reside outside of these periods, for abilities to assume greater responsibilities within the FSD as other separations occur would be of great value. Should there not be support for some of these remaining individuals to hold these leadership positions, it would be incumbent upon the Mayor to develop a plan for recruitment and hiring that would provide for a smooth transition and delivery of the wealth of institutional knowledge from those who hold these current positions.

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### **Establish goal setting and measurement throughout the organization.**

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Throughout the observation process and in each of the five public input sessions, various departments, agencies or enterprise directors were asked to speak to their unit's goals and measurement process. While each were able to point to specific goals and a means of determining outcomes, it appeared to the observer that many of these goals were not established through a collaborative process which included either the Mayor or City Council members. In many cases the goals appeared to be representative of a report out of activities or tasks completed in the previous 12 months rather than a set of intuitive goals that are set in alignment with an overall institutional objective.

Whether the Mayor should choose to take on this task himself or through a separate process that includes citizen engagement or even a third party vendor, it would be beneficial that each area of financial impact undergo a re-evaluation or reset of its unit's goal establishing process and to include a process for measurement. It is necessary that the goal formation, review and measurement processes follow a consistent process throughout the organization and that each department or enterprise's set of goals are aligned with the overall institution.

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### **Evaluate city assets and create a capital improvement plan.**

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Throughout the observation period there were several occurrences where public comment was provided regarding the need to address capital improvements, more specifically the planning for the cost associated with large capital improvements. During the process that was undertaken it was not observed or mentioned that an in depth or exhaustive study of capital improvement projects were being maintained and prioritized. Should that indeed be the case, this can be disruptive to the city's budgeting and financial position as it is conceivable that some areas are experiencing deferred maintenance that could result in large one-time capital improvement expenses that could apply negative pressure to ongoing financial operations as these events might be unforeseen and therefore not have a place in the current budget cycle.

To expand on this topic, it became clear through the observation process that, by and large, most capital projects/improvements are provided for through ongoing local option sales tax (LOST) revenue funding. Again, through public input and other dialogue held throughout this process it was mentioned that the city relies too heavily on the LOST revenues to meet its required obligations, given a large percentage of the LOST funds are used to acquire vehicles, equipment and fund other projects that support the day-to-day operations and service delivery of the city.

Right or wrong, this once again raises the issue of priorities as to what should be funded and how to pay for it...either eliminate existing funding from other areas/services within the city or raise additional revenue. The issue of capital improvement funding is simply raised here as an observation and consideration for the current administration.

It is advised that to the extent the process is not sufficiently in place today, that an exhaustive review of all major assets, particularly revenue generating assets, be considered. The asset review should include an assessment of the current condition along with the necessary investment required over a predetermined period of time (perhaps 10 years) in order to maintain functionality and revenue generating capabilities.

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### **Consider a referendum to permanently maintain the local option sales tax.**

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The City of Pensacola has successfully passed multiple referendums for a local option sales tax and is currently in its fourth series of collection and allocation. As was previously stated above, it has become quite clear throughout the observation period that LOST serves as a substantial benefit to the community in that it unloads a significant amount of cost or burden from the General Fund. As it stands today the current series is projected, through the most recent adjustments made for current spending levels for FY 2019, to reach a total of approximately \$97 million by 2029. From this total, major investments are being made in Police (\$15,935,500), Fire (\$8,243,400), Parks & Recreation (\$26,857,000), Public Works (\$16,265,000) and Economic Development (\$14,000,000). The remainder of the proceeds will be utilized for capital equipment needs and financing related expenses from a 2017 Infrastructure Sales Surtax Revenue Bond issued to accelerate utilization of the proceeds from the Series IV tax.

Although actual collection of the Series IV sales tax revenue began in FY 2018, as it stands today approximately \$52 million of the projected \$97 million in revenues that are projected to be available through 2029 have already been allocated with the remaining \$45 million already "programmed" for various projects throughout the city.

It should be noted that during each annual budget cycle an evaluation of the current growth rate of the sales tax revenue, on a weighted average basis looking in arrears several years, is conducted and adjustments are made. Recent history has provided for increases in the projection and these increases have been subsequently programmed into the LOST budget yearly.

While general economic conditions have been considered favorable as of late, it is of some concern that there doesn't appear to be consideration for a potential downturn in sales tax revenue and the potential for forecasted LOST revenues to miss their target.

Another consideration that was routinely raised during the public input process was an uneven distribution of the LOST revenues to the various districts throughout the city. Said a different way, various citizens raised concerns that their districts were not receiving benefit from the investments made as a result of the LOST collection effort or at least not on the level that other districts were in spite of the contributions made by their respective areas.

Given the reliance the city has placed on the utilization of LOST revenues to meet necessary funding requirements, particularly in the areas of Fire and Police, as well as provide for the acquisition of capital equipment needs and deferred maintenance projects to maintain various city services, the Mayor might consider the feasibility of a referendum to permanently maintain the local option sales tax. In speaking with the city's financial advisor it was shared that several, if not most, municipalities who, like the City of Pensacola, have come to rely upon the local option sales tax as a continuous source of funding. During public input the question was raised, "given the level of reliance upon LOST to meet necessary funding for capital improvements and other projects as well as provide relief from additional ad valorem taxes, should the city consider a referendum to permanently maintain the current local option sales tax level and protect that funding source?" It should be noted that the observer was unable to validate or confirm that such an option is legally viable as per state statutes.

An additional recommendation is the consideration for an alternative LOST funding plan which contemplates a potential economic downturn and the need to reshuffle the programmed funding priorities. During the observation period it was asked what the plan was for determining the funding priorities in the event of such a downturn and a clear response or plan was not provided.

While it might be too late for the current sales tax Series IV, it seems reasonable that the Mayor and Council take note of the distribution of investments from LOST across all the various districts within the city limits and measure the benefit received by district. Again, the transition process was limited in its scale and cannot fully assess the benefits received by each corresponding district, however, in the interest of transparency it would be reasonable to ask that the issue of distribution across the various districts be a consideration and available for distribution.

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#### **Create a citizen's review committee of the Urban Core CRA District.**

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Although the CRA is self-sustaining in the sense that it receives its own funding through a portion of the ad valorem taxes collected upon real property located within the various CRA districts, it seems relevant to offer some observations as a result of the public input process that was conducted. For informational purposes the city has three CRA districts; Urban Core (established 1984), Eastside (established 2006) and Westside (established 2008). The annual

budgets for the three districts for FY 2019 are \$7,360,100, \$190,000 and \$432,000 for Urban Core, Eastside and Westside respectively.

It goes without saying that the Urban Core CRA is the more seasoned district of the three and offers a greater ability for direct impact on its service area given an annual budget surpassing \$7 million in FY 2019. While there were numerous comments through the observation process that recognized the contributions of the CRA funding on a vastly improved and rapidly developing Urban Core area, there were also some questions raised. One question to be considered evolves around the statute that provides for the creation of the CRA and its intent to seek neighborhood stability and affordable housing. While it was shared by some that the level of outside investment has increased significantly and the aesthetics within the Urban Core district has been improved, the issues of neighborhood stability and affordable housing are not being met. It was further shared that in some instances gentrification is taking place and certain historical populations within the district are no longer able to afford to retain their presence within the district.

Consideration of a citizen's review committee of the Urban Core CRA district could be helpful. For specific measure, it might be suggested that this committee consider the CRA's effectiveness in achieving the statutory requirements of neighborhood stability and affordable housing. Additionally, considering the significant amount of investment currently being undertaken within the Urban Core the question could be asked whether or not it has met its intended purpose or what is left for the CRA district to achieve.

## MEASURABLE ACHIEVEMENT

### **To maintain current credit rating at or above current Fitch rating of AA+.**

The city's long-term issuer default rating of AA+ is defined as being very strong. In as much as the financial markets and investors rely upon credit ratings as a means of determining the soundness of a debt instrument as well as in determining the level interest that should receive for the risk they are undertaking, maintaining a strong issuer credit rating is paramount.

### **To maintain current General Fund Reserve Balances at or above policy limits of 20% of the annual General Fund appropriations budget.**

While this is a policy that has recently been approved by council to raise the minimum reserve fund levels to 20%, this is being called out as a means to increase awareness around the issue and to educate the general public. Currently, the City maintains a General Fund Reserve Balance at 25% which is, per my discussion with others in the public finance industry, at a level that likely exceeds most other municipalities around the state. While the council policy indicates a required minimum of 20%, the practice of 25% is a good target given the city's geographical location in a coastal area prone to natural disasters.

## **To establish/retain a contingency funding within the LOST appropriations budget of 5% of unfunded allocations.**

As stated previously, the LOST appropriations budget is fully programmed (not appropriated) with many citizens having a clear expectation around the delivery of funding for their special project or district. In that the fully programmed budget is reliant upon the full collection of current and “forecasted” sales tax revenue well into the future, a downturn in the economic cycle could provide a significant disruption. Perhaps this could be best met through a retention or non-allocation of anticipated future sales tax revenue increase which is currently reviewed on an annual basis and immediately incorporated into the LOST projects list/budget.

## **BARRIERS**

I did not experience barriers in my efforts other than a shortage of time. All staff, vendors and/or public officials were gracious of their time and energy along with the sharing of information. Given the broad nature of the report’s subject, Finance/Budget, it is simply too broad of an area to achieve granularity within the review. Public input across the five sessions that were held on Finance/Budget was limited as the attendance did not achieve a level I would consider significant. I will acknowledge that there were several citizens who were very much committed to the process and attended most, if not all, of the public input sessions and provided thoughtful input.

Please see Finance Appendix A for information regarding the four enterprises.

*Organizational Governance is defined by consistent and cohesive policies, guidelines, processes and impactful leadership and accountability.*



# GOVERNANCE

KRISTIE TOBIAS, PILLAR LEADER

## SCOPE OF REVIEW

The primary driver of success within any organization is a purpose-driven culture. Culture is defined by the mission, vision and values of the organization and the people who believe and emulate them. To support an impactful culture, an internal structure of accountability and agreed upon expectations must exist. This structure leads to the concept of Organizational Governance.

Organizational Governance is defined by consistent and cohesive policies, guidelines, processes and impactful leadership and accountability. The City of Pensacola is in an era of purposeful transition. With that transition, there is an opportunity to redefine and innovate the effectiveness of Organizational Governance. The Governance category for the Mayoral Transition Team involves identifying how the following five driving forces within each department and enterprise can positively define and drive the culture of the City of Pensacola:

- Accountability
- Collaborative Communication
- Engagement
- Performance Management
- Reward and Recognition

To dive into the impact of governance in the city, it is important to intimately understand the interworking of city government. The most effective approach is to start with the people. I conducted one-on-one meetings with each department director and enterprise administrator with the following meeting priorities:

- Understanding the background and priorities of each leader
- Reviewing and identifying department structure
- Discussing the key drivers of the SWOT analysis
- Overview and assessment of the five driving forces

As a follow-up to the one-on-one meetings, I conducted interdepartmental meetings with supervisors and employees. The focus of these meetings was as follows:

- Understanding the background and passion of each supervisor or employee
- Reviewing what they are proud of with their work in the city
- Identifying opportunities for improvement in the city
- Overview and assessment of the five driving forces

A result from the leadership and employee meetings was an opportunity to dive deeper into the measurement and systems that are impacting the five driving forces. Follow-up meetings with Human Resources and a detailed request for data and metrics specific to the five driving forces were conducted with specific concentration on the resources available to support the five driving forces.

In addition to the department and enterprise specific meetings, four public input forums were conducted with the following focus areas:

- Leadership Engagement and Sustainability: An Interactive Discussion on Mission-Based Goal Development and Alignment
  - Two meetings held for all city department and enterprise leaders
  - Discussion on mission, vision, values and alignment of city-wide and department-specific goals
- Employee Engagement and Sustainability: A Proactive Conversation on Growth and Reward and Recognition
  - Two meetings held for all city department and enterprise employees
  - Discussion on key elements for employee growth and impactful reward and recognition

Each public input forum included feedback from the community. The feedback revolved around an appreciation for transparency in understanding the priorities of the leaders and the input of the employees. There was a key focus on continuing to provide public forums in the future to support an open, engaged, and transparent community.

## KEY OBSERVATIONS

*Organized by five driving forces*

### 1 Accountability Observations

#### WINS

- Fire, Police and Pensacola Energy role model department-specific Mission, Vision and Values with commitment and engagement from all employees.

#### OPPORTUNITIES

- There is not a city-wide recognition of Mission, Vision, and Values.

- There are no Standards of Behavior established to promote city-wide cultural expectations.
- There is inconsistency in effective and department/enterprise-specific goals.
- There are concerns about the consistency and efficiency of department/enterprise level leadership and department structure.
  - For example, there are concerns about the consolidation of Technology Resources under Financial Services instead of it operating as its own department.
  - There are concerns about overlapping work with the separation of CRA, Planning, and Economic Development as separate entities.

## 2 Collaborative Communication Observations

### WINS

- Leadership and employee public input forum provided more cohesive communication and collaboration across departments and enterprises.

### OPPORTUNITIES

- Monthly director forums exist, but there is a missing leadership wide development session.
- There are no employee forums aside from the newly implemented Town Halls.
- There is an opportunity to improve transparency of goals in the CivicHR system, so that all leaders and staff can view all the goal information across the city.
- There are key opportunities to effectively cascade communication from leadership to staff.
  - For example, leadership was guided to share the agenda and purpose of the employee-based public input sessions, and some of the employees did not receive this information from their leadership team.
- There is an opportunity to improve proactive department and enterprise level collaboration and communication through more leadership forums and development sessions.
  - For example, while budgetary conversations are customary at the beginning of any fiscal year, the ability for departments to provide feedback and have input on their budget could use improvement.

## 3 Engagement Observations

### WINS

- There was an engagement pulse survey taken at the beginning of Mayor Robinson's term to gain an understanding of the current environment.

## **OPPORTUNITIES**

- There is no historical data or evidence of past engagement surveys or survey data that measure the voice of the city employees and leaders until the 2018 mayoral pulse survey.
- There is little funding or focus on staff and leadership development which is an effective tool for engagement and retention.
- There is an opportunity to identify more creative cross-collaborative and leadership-based growth opportunities within the city.
  - For example, not all departments have a succession plan in place to start grooming potential leaders prior to the departure of more tenured leaders.
  - As an additional example, there are several employees who have moved across the city to different departments that utilize their skills in a more effective way. These cross-collaborative opportunities need to be highlighted and used more often to empower staff to own growth in other areas, but still retain them in the city.

**4**

## **Performance Management Observations**

### **WINS**

- CivicHR is an objective performance management system that is used to track department goals and competencies.
- There is dedicated HR staff specifically focused on improvement of performance management within the city.

### **OPPORTUNITIES**

- CivicHR is not used effectively and consistently by leaders.
- A key opportunity exists to increase transparency in CivicHR specifically the ability for leaders and employees to see and edit their own evaluations.
- There is an opportunity to implement incentives tied to reaching performance goals.
- There are inconsistent disciplinary processes across departments and enterprises, and these processes are not tracked or enforced through Human Resources.
- There is a large misalignment with compensation across the city in comparison to market metrics.

**5**

## **Reward and Recognition Observations**

### **WINS**

- There is an employee of the month committee in place that is responsible for providing consistent recognition.

- There are monthly spotlights of city employees and leaders that connect the city to the community.
- Human Resources provides recognition of employee anniversaries.

## **OPPORTUNITIES**

- There is low employee of the month participation by most departments and/or enterprises, and the feedback from employees and leaders is that there is little diversity across departments in recognition.
- There is inconsistency in department's and enterprises owning their own recognition of their staff outside of the Human Resources programs.
- There is an opportunity to empower peer to peer recognition.
- There is an opportunity to implement incentive- based recognition.
- There are key opportunities to review and establish city employee specific discounts and benefit perks.

## **RECOMMENDATIONS**

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### **■ Accountability: Create city-wide Mission, Vision and Values that drive a more deliberate culture. Create Standards of Behavior that align with the Mission, Vision, and Values.**

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- Throughout the city, there is a culture of optionality due in part to not having established city-wide and department specific Mission, Vision, and Values.
  - To improve this culture, city leaders and employees should be at the table to develop and agree upon Mission, Vision and Values that will drive a more deliberate culture.
- As Mission, Vision, and Values are established, there is also an opportunity to re-align goals that are tied directly to these three key areas.
  - These goals should be based on what the city needs to drive to move forward and measured against benchmark industry standards.
- Another tool that supports a culture of agreed upon expectations are Standards of Behavior.
  - Standards of Behavior shape the actions that align with our Mission, Vision, and Values.
  - A team of high performing representatives from each department and enterprise should be established to create Standards of Behavior that are supported by the city.

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## **Collaborative Communication: Implement quarterly leadership and employee forums.**

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- To engage employees and leaders in consistent, collaborative and proactive communication, quarterly leadership forums, and employee forums should be implemented.
  - The priority is to not only drive improvement for each department and enterprise, but to also foster an environment of continuous growth and learning from each other.

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## **Engagement: Implement an annual employee engagement survey and provide a leadership academy for emerging, new, and seasoned leaders.**

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- There is a missing opportunity to consistently seek feedback from employees through an annual employee engagement survey.
  - Forbes reported that highly engaged teams show 21% higher profitability.
  - City employees have shared that their voices have not been heard, and that the Mayor transition survey was the first time their feedback was valued.
  - If we want to retain the city employees, we must engage the city employees and allow them to share valuable input that will drive success
- There is a gap in leadership development across the city, which is leading to a lack of confidence in leaders being able to guide their teams.
  - There is an opportunity to partner with Human Resources and establish a leadership academy for emerging leaders, new and seasoned leaders.
  - This will yield improved retention and serve as a method of rewarding and recognizing the potential leaders that we want to keep in the community.

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## **Performance Management: Create a consistent disciplinary process and implement the Korn Ferry Hayes compensation analysis.**

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- The most effective way to develop consistent performance standards is to implement consistent disciplinary processes.
  - There is an opportunity to establish disciplinary processes based on performance and identify criteria that categorize employees in different performance areas.
  - For example, the highmiddlelow evidence-based performance categorization helps identify where employees fall in these categories and what expectations each employee should have in order to progress upwards or move to more formalized disciplinary processes.

- With the discrepancy in compensation across the city, there is an opportunity to implement the Korn Ferry Hayes compensation analysis that was conducted with Human Resources.
  - This study realigns compensation within the city to be more competitive in the market.
  - The updated compensation will support retention of high-quality employees and leaders.

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### **Reward and Recognition: Expand recognition programs to be more department specific, institute incentives through performance-based bonuses and review current benefit plan against competitive options.**

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- There is an opportunity to expand current recognition programs throughout the city to engage a larger cross-section of employees and leaders.
  - There should be additional city-wide recognition categories such as department of the month, leader of the month nominations should be opened to non-supervisors.
- With the compensation analysis implementation, end of year bonuses should be instituted and tied to standardized goal achievement of performance standards.
  - There should be criteria established by the city leaders in a collaborative conversation with oversight and review by Human Resources and Finance.
- There is a key opportunity to review current benefits packages and compare the current cost and options to competitors.
  - There are several other options not only for health insurance, but also other wellness benefits that will reduce costs and improve opportunities provided to employees.

## MEASURABLE ACHIEVEMENT

*Organized by five driving forces*

### **Civic HR**

- CivicHR is an objective evaluation system that currently tracks performance goals and action plans to reach those goals across the city.
- This tool provides a solid foundation for an objective evaluation system.
- It needs to be evaluated for more consistent utilization within the city.
- There should be increased transparency and improved tracking and alignment of goals that drive city-wide focus areas and are cascaded to all leaders and staff.
- Performance measured on this tool will also support more data centric reward and recognition in relation to compensation.

## **Sperduto Engagement Survey**

- There is not a current employee engagement survey in place.
- This creates an issue with learning about the top priorities and concerns for employees.
- The Sperduto Engagement Survey tool should be used to implement an employee engagement survey, and tracking results towards a goal of improvement.
- This survey not only provides a voice for employees to be heard, but it also guides leaders on how to improve their work environment to engage and retain their staff.

## **Korn Ferry Hayes Compensation Analysis**

- Human Resources partnered with Korn Ferry Hayes to produce a compensation analysis study.
- This study showed major disparities in compensation in comparison to the current market salary trends.
- There were multiple recommendations identified and a cost-effective implementation strategy was designed.
- This study should be used to reset the salary structure within the city which will provide a competitive advantage for departments and enterprises to retain and reward staff.

## **BARRIERS**

- Availability of benchmarking metrics and data.
- Potential restructuring of departments and enterprises to improve efficiencies.

Additional recommendations can be found in Governance Appendix A.

*Exceptional teams understand and act in concert with their respective roles and responsibilities...*



# GOVERNMENTAL EFFICIENCY

DAVID PEADEN, PILLAR LEADER

## SCOPE OF REVIEW

The Governmental Efficiency category is an overview of processes in which Pensacola citizens interact with city government. It also evaluates areas of improvement that streamline a process or how citizens interact with city personnel. Since the first transition team meeting, I have met with many citizens and have listened intently during public forums to gain a better understanding of the challenges and opportunities within the city.

The Mayor, City Council members, city administrator, and staff see themselves and work as a team to achieve their shared vision. The individual team members work in a coordinated and collaborative manner with a high degree of respect, trust, and openness. The team values diversity in style and perspective; it thinks and acts strategically as it examines issues and situations and decides a course of action serving the city's mission and goals.

The roles and the responsibilities of a Mayor, City Council members, city administrator, and staff must be clearly articulated and understood. Exceptional teams understand and

act in concert with their respective roles and responsibilities to represent the values, beliefs, and priorities of the community while serving in its best interests. They act with civility and observe a high degree of professionalism. They build trust by being transparent and not playing the "gotcha game."

While it isn't an easy process, the Mayor, City Council members, city administrator, and staff need to develop a strategic plan based upon public input in order to determine and balance the priorities and demands of all the constituencies in the community with the realities of the time and funding constraints. It is critical that a clear vision be established of what the city wants to accomplish in order to develop work plans with goals, enabling tasks, projects, funding schemes, and performance measures. Vision and mission statements are needed to help prioritize strategic priorities, and a system for compliance and accountability should be established.

The new administration must determine what areas are currently efficient and effective in the

eyes of the current staff and the community. Their idea of what is working and what isn't will surely differ in some cases.

The city needs to look at implementing lean management processes. Too often staff is tied

to processes that are overly cumbersome on the community. Sometimes state and federal laws require specific processes that are time consuming. In those instances, the process needs to be clearly defined so that the public understands the process.

## KEY OBSERVATIONS

### **Planning and Zoning**

- Digital management files would seem to be a more effective way to do business with the city.
- A city grants writer could help secure much-needed funding for infrastructure needs.
- Cost should be a factor when considering new ordinances.

### **Inspections Services**

- Consider consolidating Permitting Services with the Escambia County Building Inspections Department. Explore if it make sense and is feasible to have building inspections provided by the county. Streamline and eliminate duplication where possible.
- Inspections Services should be accountable for items missed on plans. The costs of retrofitting after a job is 95 percent complete are extremely high. Perhaps accept the engineer's seal as a qualification for approval of building plans.
- Inspectors need to be trained on being consistent with enforcement of the Florida Building Code.

### **Public Works and Facilities (Storm Water Management, Traffic and Transportation, Facilities Maintenance and Engineering)**

- The department has a workforce of approximately 778 people, down from more than 1,000 eight years ago, and the reduction may be impacting performance.
- Two additional storm water crews may be needed.
- An in-house survey crew could advance projects at a faster pace.

- Pay pressures of competing with the private sector in recruiting talent is becoming an issue.
- Develop a deadline system for departments that review and approve contracts with the goal of improving turnaround time.

## **Customer Service**

- On routine matters, city employees need to be empowered to make decisions without going through various boards.
- City employees should be encouraged to thoughtfully consider the requests or questions from citizens before responding, and then provide as much helpful information as possible.

## **Other Areas of Efficiency**

- Examine opportunities for energy savings. Participate in the Smart Cities Readiness Challenge with a digital infrastructure that makes city services instantly and conveniently available anytime, anywhere with energy, connectivity, computing, essential services.
- The city can gain significant savings by adopting efficiency measures and reduce risk by leveraging Performance Contracting tools that guarantee the project savings for city residents. In 2012, a local vendor performed an extensive investment grade audit of city buildings and other assets and identified over \$11 million in potential savings from energy and water conservation projects. Replacing old, inefficient city-owned street lighting with state-of-the-art LED lighting will greatly improve safety in our neighborhoods and reduce pedestrian fatalities on city streets. LED lighting in city parks, fire stations, and building exteriors require far less maintenance due to the much longer lamp life of LED fixtures. This also reduces crime and helps to keep our streets safe. Clean, renewable energy combined with battery storage technology can provide back-up power for critical infrastructure in the event of a power outage. This increases the city's resiliency and its ability to respond to emergencies and extreme weather events.
- Review all outside contracts for services including but not limited to maintenance, legal, uniforms, fuel, custodial services, engineering, and insurance. Re-bid existing contracts that need to remain in place. Examine the city's purchasing process with the goal of assuring its integrity, transparency, and effectiveness in stewarding the city's financial resources.
- In most organizations there are some positions that are overly worked and some that add little value to the overall organization. Consider conducting

desk-side audits to determine work load compared to staffing. Often it is found that staffing in some areas can be reduced while an increase in staffing in other areas is needed.

- Land Acquisition management—review existing properties. Which should be sold versus maintained by the city?

## RECOMMENDATIONS

### **Implement a user friendly software program.**

Internal processes need to be faster to help users (citizens or staff) of the system. The software the city uses was designed for the Finance Department, and other departments have had to adapt to that system. The software is not functional for all departments and the layers of screens one has to go through to find pertinent information is cumbersome. Perhaps implementing a more user-friendly system like the one the county uses would be beneficial (Mygovonline). This would also help with consistencies for people who are dealing with both Escambia County and the City of Pensacola.

### **Streamline inconsistencies in the land development code.**

A complete recodification is not needed for the LDC. What is needed is a streamlining of the review boards and updating code language to make the staffing and function of the boards consistent with the intent of the code. There also needs to be an ongoing board education with city departments to make the staffing and function of the boards consistent.

### **Implement tracking system & upgraded tech for inspection services.**

Through public input sessions and meetings with city staff it became apparent that there is a disconnect between personnel and the customer (the citizens). Implementing a tracking system when it comes to inspections and permitting will give not only the citizens an understanding of where they are in the process of a project but will also help department heads keep personnel accountable for communicating progress for any given project. It would also be beneficial to implement electronic plan submittals as an option to the public and to research the viability for Facetime/Skype as an option for smaller permit approvals.

## **Evaluation of current city boards and term limits.**

Currently, the City of Pensacola has 20 boards which is comparable to similar-sized cities in Florida (Panama City-17, Sarasota-22, Ft. Myers-20, and Ocala-16). Some of these boards are mandated by the state (i.e. Pension Boards) but others were created for a specific purpose that city leaders felt necessary in the governance process. Over time, some of these boards or committees have become obsolete, can be limited in their scope, or combined with another committee. The Gateway Review Board (GRB) has outlived its usefulness. The Planning Board could handle the GRB issues. Also, the International Relations Advisory Board should have quarterly meetings instead of once a month to alleviate constraints on city staffing. Finally, term limit members of City boards to mirror the term limits that are in place for the Mayor and City Council members would be beneficial.

## **MEASURABLE ACHIEVEMENT**

- Once tracking system is implemented then measure the amount of time between submission of initial permit/inspections to the final approval of the permit/inspection.
- Homeowners/builders/contractors should be surveyed at the end of their inspection/permit process to gauge the city's performance. These surveys should be reviewed quarterly to identify areas needing improvement.

## **BARRIERS**

The only barrier to producing this report was obtaining information on what the timelines were for pulling permits from the start of a project to completion. Upon further review, there is no current system in place to go back to review because too many factors would come into play based on the location of the project in the City. I saw this barrier as an opportunity for me to make a recommendation at improving the process to the Mayor.

*The Office of the City Attorney  
should be an independent department adequately  
funded and staffed...*



# LEGAL

JULIE SHEPPARD, PILLAR LEADER

## SCOPE OF REVIEW

The Legal Review existed to determine the best way to utilize the existing personnel, resources and expenditures made by the City of Pensacola on legal issues.

At the time the review initiated in November of 2018, the City of Pensacola employed a full time City Attorney, full time paralegal and full-time public records employee in the Office of the City Attorney. An additional full-time attorney was employed by the City Finance Office and a third full-time attorney was employed by the Pensacola Police Department.

Additionally, there continue to be many outside counsel retained by the city for specialized legal work including collective bargaining, personal injury litigation, workers compensation, aviation law, Pensacola Energy issues, port leases and agreements, bond and financing issues, and other specialized legal fields.

Fact-finding consisted of meeting with all internal legal employees, city department heads and special entities. This review incorporates comments from departments including budget and finance, compliance, city attorney, city clerk, purchasing, planning, risk

management, airport, port, Pensacola Energy, police, fire, and other related departments. Fact-finding also included meetings with outside counsel, former attorneys employed by the City in prior administrations, and members of the City Council.

In addition to these meetings, a review was undertaken of prior city administrations and the role, function and budgets, both internal and outside counsel expenditures of the legal office past and present.

Public input was also held on legal issues in a noticed public meeting. Meetings were also held with members of the public who reached out and requested to comment on legal issues.

Since the initial review and prior to the transition report being published, the new Mayor has made changes in the structure of the Office of the City Attorney and has hired a new City Attorney, Susan Woolf, who began in February 2019 after receiving confirmation from the City Council. The Mayor has also begun the process of consolidating the existing legal positions from finance and police back into the office of the City Attorney.

# Q KEY OBSERVATIONS

## 1 Access to the Legal Counsel in the Office of the City Attorney.

This was brought up by departments in terms of review of policies, regulations, codes, and ordinances before implementation to ensure that the office charged with regulating or enforcement had the opportunity to comment and make revisions or suggest changes. Access to legal counsel was also brought up by City Council and by members of committees and boards in order to discuss ordinances, potential conflicts and recusals, and briefings on public records and meetings requirements. City offices that have regular access to legal counsel often reported utilizing this access for preventative measures, i.e. running scenarios by counsel, using counsel to help negotiate, and including counsel in meetings that had the potential to be problematic.

## 2 A Fully Staffed and Knowledgeable Office of the City Attorney.

Departments across the city were very supportive of the Office of the City Attorney in past administrations where a full legal staff existed with expertise in labor and employment, contracting, purchasing, leasing, bond finance, general transactional issues and public records and meetings law. In the past, the Office of the City Attorney had been staffed with 4 full time attorneys and 2 full-time paralegals. At that time, Council parliamentary rules and public records and public meetings issues were handled by the office of the City Clerk.

## 3 Responsiveness of the City Attorney's Office.

It was a common observation that many departments and committees desired support and counsel but did not request assistance from the Office of the City Attorney as it appeared understaffed and seemed unable to handle the requests for assistance.

# RECOMMENDATIONS

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## **Independence and adequate staffing/funding for our city's legal needs.**

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The Office of the City Attorney should be an independent department adequately funded and staffed with attorneys knowledgeable in the requisite legal areas including government and municipal law; labor and employment; land use; specialized police and fire issues; ethics, public records and meetings laws; and transactional areas.

The City Attorney should develop a strong team of experienced in-house attorneys and should annually propose a budget that includes salary increases to retain talented in-house team members, continuing legal education monies, and bar certification funding as appropriate. An attorney certified by the Florida Bar in Local Government and Municipal Law and an attorney with strong negotiation and conflict resolution skills would be excellent future additions to this office.

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## **The City Attorney's Office should provide legal counsel to: Executive Mayor, City Council, city boards and commissions, city departments and City enterprises.**

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Legal services should include drafting routine legal documents such as leases, contracts, and other transactional work and assist in negotiation of these documents; researching and drafting legal ordinances that are constitutional and enforceable and shepherding these ordinances and any necessary amendments through the departments and city council; finding innovative legal solutions to city issues through engagement with other municipalities, researching attorney general's opinions and exploring caselaw; providing regular briefings to City Council, boards and committees on public records laws, public meetings laws, conflict of interest statutes and new laws and regulations; updating former City Attorney opinions to reflect current legal opinions under the Executive Mayor structure; and providing consultation to the Mayor and City Council as appropriate when it is time to bring in outside legal counsel to represent the city.

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## **The Office of the City Attorney should provide appropriate representation for the city in all legal proceedings and should supervise and manage all outside counsel and any special counsel which may be utilized for their specific knowledge and expertise.**

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It is anticipated that unless the staffing of the Office includes attorneys with specializations, that outside counsel should continue to be retained for litigation and lengthy, complex and

specialized legal issues. Specialized outside counsel areas traditionally have included: defense of litigation; workers compensation claims; bond finance and tax compliance; police liability and police forfeiture claims; collective bargaining and employment discrimination claims; natural gas and energy, aviation and regulatory compliance; sanitation and stormwater issues; specialized environmental cases; code enforcement lien foreclosures; special magistrate matters and all other areas where specialized legal services are not within the skill set of the current staff of in-house attorneys. The Office of the City Attorney should maintain responsibility for engaging the services of outside counsel, contracting for hourly rates and services to be provided, reviewing and approving invoices, and monitoring outside counsel services to ensure appropriate control, accountability and transparency.

## MEASURABLE ACHIEVEMENT

- The City of Pensacola should annually survey the Executive Mayor, City Council, City boards and commissions, City departments and City enterprises for input regarding the Office of the City Attorney staff examining at a minimum, and on a measurable scale, for access, responsiveness, and confidence in the services, timeliness, direction and advice received.
- The Office of the City Attorney should maintain and make public to the Mayor and City Council as applicable a tracking program of legal transactional issues by area detailing receipt of request for assistance and following actual progress on issues through final result.
- The Office of the City Attorney should prepare template documents for regularly requested non-specialized legal documents to allow quick access by Department heads and this database of documents should be added to and updated on an annual basis.
- The Office of the City Attorney should benchmark appropriate sister cities with similar populations, executive mayor structure, citywide enterprises such as an airport, port or energy company to set realistic measures for legal office staffing, appropriate salaries, training and certifications, and continuing legal education necessary to ensure continued competencies in emerging legal areas.

## BARRIERS

This review did not encounter any barriers in access to city departments or obtaining needed information.

*Pensacola has an opportunity to open its doors to all neighborhoods and ensure that every citizen's voice is heard.*



# NEIGHBORHOODS

REV. DR. ISAAC WILLIAMS, PILLAR LEADER

## SCOPE OF REVIEW

While campaigning, Mayor Robinson's platform included engaging the citizens and soliciting their input to make the city of Pensacola a wonderful place to reside. Mayor Robinson has consistently echoed the fact that it was not what he desired for their neighborhoods, but what they desired from him as their next Mayor. His appeal was to create a better place for all citizens of Pensacola to raise their families, live, play, work, and worship.

The scope of my category consisted of engaging the city's 81 different homeowners/neighborhood associations to gauge their

needs and priorities from the city. To further my reach and understanding of the issues our neighborhoods face, I also included the health industry, faith-based communities, local entrepreneurs, police and fire departments, parks and recreation, and other agencies such as the Port of Pensacola and the Airport.

Pensacola has an opportunity to open its doors to all neighborhoods and ensure that every citizen's voice is heard. Additionally, the city can assist in meeting the needs of our neighborhoods by partnering with local non-profits, healthcare providers, schools, and businesses.

## KEY OBSERVATIONS

These observations are items that I saw as issues, concerns, and challenges that the Mayor should be aware of and address after he and his team have properly evaluated the issue.

- 1** Citizens are seriously concerned about safety/police presence, walkability and connected streets in neighborhoods, ADA Accessibility for our sidewalks, promoting noise reduction, as well as environmental sensitivity.
- 2** Creation of a strong competitive workforce in order that our younger generations can make Pensacola their home for decades to come.
- 3** Lack of minority leadership in key departments throughout city government and economic equality throughout the city's workforce. The Mayor must insist that City Hall be inclusive in leadership but also in compensation.
- 4** Develop a strategic plan that addresses gentrification and its impact on the city's west side neighborhoods. (Using every measure and resource available to preserve historical homes and communities, inclusive, but not limited to grants.)
- 5** There is an opportunity to partner with local hospitals to provide health screenings for youth throughout our neighborhoods by utilizing our community centers and other city facilities.

## RECOMMENDATIONS

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### Create an office/department for neighborhoods.

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Due to the decline in communication/outreach/services over the past few years between the city and its neighborhoods, I recommend that the Mayor create an office or department that is directly responsible for strategically implementing the recommendations and issues that are addressed in this report. This office or department will be responsible for outreach to all neighborhoods

throughout the city and ensure the needs are addressed in a timely and efficient manner. This office or department will also facilitate growth of our neighborhood associations and provide assistance to neighborhoods that are without an association with guidance and best practices of starting their own. The office or department for Pensacola's neighborhoods will be proactive in outreach to historically underserved and underrepresented neighborhoods to ensure the concerns and needs of the citizens in the communities are met.

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### **Open key community centers on weekends.**

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For many of our low-income neighborhoods, transportation and resources for weekend activities are simply not an option. This leaves many of our inner-city children with no place to go except the streets for socializing and recreational activities. Therefore, I recommend that the Mayor immediately work to identify funds to open the community centers for use on weekends. A priority should be placed on the centers predominantly serving children.

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### **Increase police presence in neighborhoods.**

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A common theme in all the neighborhoods was a need for more police presence in the community. I recommend tasking the Chief of Police to identify what neighborhoods would benefit most by an increase in police presence and implement a plan to get more police in those neighborhoods.

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### **Improve neighborhood infrastructure (flooding/lighting/reduce speeding)**

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Many of our citizens cited these three issues over and over again therefore I recommend that the Mayor evaluate the current situation and create a plan to reduce street flooding, proper street lighting, and calming traffic speeds in our neighborhoods. Additionally a proper evaluation of our city's storm water infrastructure should be evaluated. The areas that are most likely to experience heavy flooding during storms must be addressed immediately. A citywide lighting plan has been done and put on a shelf. It's time to take a proactive approach at addressing lighting that has seemingly gone out of date. The Mayor must work to replace old lighting with new cost-saving (LED technology) lighting. The last issue concerning safety throughout Pensacola is excessive speeding down neighborhood streets. As a quick and low cost effective measure to reduce speeding in neighborhoods, the implementation of narrowing streets/centerline/edge line/lane line striping throughout the city.

## MEASURABLE ACHIEVEMENT

- Maintain accessibility and outreach to all neighborhoods by hosting a minimum of four town halls a year scattered throughout the city.
- Increase the number of Neighborhood/Homeowners Associations in our community that are actively participating in CNAPP (Council of Neighborhood Association Presidents of Pensacola).
- Monitor the community centers that will be opened on weekends per this report. These centers will be evaluated for their effectiveness in reaching the goal of serving more youth during the weekends.

## BARRIERS

The lack of not having a department or office solely responsible for neighborhoods in the city prevented me from gathering correct historical data on what has and hasn't worked in the neighborhoods in the past. With the 90-day time constraint, it was difficult to evaluate and see firsthand all of the issues facing 80-plus neighborhoods.

I commend our community and the citizens in it for their willingness to be involved in this process. The time constraint required that I rely heavily on a sample of concerned citizens and the lay testimony of the citizens that showed up. This may have given deference to more organized neighborhoods who were able to corral their neighbors to attend public input sessions and transition meetings. None the less I was astonished by the great enthusiasm and good will shown towards the Mayor for his desire and willingness to engage the neighborhoods and formulate plans to address their concerns. However, it is my estimation that this goodwill and enthusiasm will wane if there is no follow through or action.

*The Pensacola metro is among the most dangerous for pedestrians and bicyclists...*



# TRAFFIC & WALKABILITY

DREW BUCHANAN, PILLAR LEADER

## SCOPE OF REVIEW

In Pensacola, an urgent need has emerged for us to focus on how to make our roadways, neighborhoods, and city more walkable, bikeable, and livable for all citizens—pedestrians, cyclists, drivers of automobiles, and all forms of alternative transportation.

The charge of the Walkability, Traffic, and Parking pillar was to evaluate the various proposals and plans that have been developed, consider innovative practices in infrastructure improvements, and develop a set of recommendations that will create sustainable, equitable infrastructure systems that will improve our local and regional economies, improve the quality of life for all of our citizens, and enhance the safety and security of our beloved city.

These issues are among the foremost priorities for citizens. The Pensacola metro is among the most dangerous for pedestrians and bicyclists not only in the State of Florida, but the entire country—with more pedestrian and bicyclists injuries per capita than New York City and Chicago, combined. If we are to continue to

grow and thrive as a city, we must rethink our policies, processes, and priorities.

For more than three months, the transition team has been charged with collecting, analyzing, and interpreting ideas, suggestions, and data to inform our recommendations. We have researched thousands of pages of past studies and borrowed ideas from other sources and municipalities. We acknowledge that we don't have all the answers, but our hope is that through an inclusive fact-finding mission, based around data and innovative ideas, we can continue to spark a civic conversation that will assist you and the City Council in setting a successful course for Pensacola.

The approach and evaluation process began by interviewing community stakeholders to solicit and gather public input from a diverse and varied degree of perspectives throughout the City of Pensacola. Hundreds of citizens submitted ideas and participated in several public input sessions to inform, listen, and contribute.

The public input process was complemented by interviewing city staff, department heads, and intergovernmental staff who are responsible for operations that have an impact on the issues of transportation, public safety, urban planning and design, parking management, and infrastructure. Interviews were conducted with the following departments and agencies: Police, Fire and Rescue, Public Works, Engineering, Parks and Recreation, the Community Redevelopment Agency, the Downtown

Improvement Board, Escambia County Area Transit, Escambia County, Emerald Coast Regional Council, and Florida Department of Transportation, among others.

Each department and agency provided additional information during interview sessions. During the interviews, input was freely solicited for staff to express their thoughts, comments, and concerns about the current state of roadways, parking, traffic, and walkability within the City of Pensacola.

## KEY OBSERVATIONS

- 1** Two centuries ago, engineering experts designed a state-of-the-art street network built upon Pensacola's waterfront. That system set the standard for creating a walkable infrastructure. Unfortunately, decades of suburban sprawl, misguided engineering, deferred maintenance, and inattention have left the aged infrastructure that makes up this system in poor condition.
- 2** The deterioration and engineering of our streets and infrastructure continues to deliver disruptive and dangerous consequences for our city: unsafe roadways that lead to increasing pedestrian and bicyclist injuries and deaths, unreliable transit, poorly lit roads, poor parking management, and crumbling sidewalks.
- 3** As a community we need to shift how we think about our streets. The issue is not how we construct more roads; it is how we maintain and rebuild what we have now, and ultimately, create a 21st-century network of Complete Streets that are accessible for all users and citizens.
- 4** The city needs an assessment of our assets and resources, smart operational planning, appropriate funding, community involvement, high-functioning government departments and leadership, and a long-term commitment to systemic change in dealing with walkability/traffic/parking.
- 5** Biking and walking benefit health, the economy, quality of life, and the resilience of the local environment. Being physically active 30 minutes a day reduces the risk of heart disease, diabetes, and other diseases. Access to multiple transportation options in historically underserved low-income

neighborhoods, including many communities of color, reduces health disparities, and costs for families. Cities promoting bike infrastructure also see property values increase and attract more young people.

- 6 Pensacola has over 250 miles of roadways, but less than five miles of bike lanes, further explaining our extremely high rate of pedestrian and bicyclist accidents.
- 7 Parking management within downtown Pensacola has become an increasingly complicated issue, especially over the last decade as the urban core of the city has rapidly expanded. The Downtown Improvement Board (DIB) is charged with carrying out parking management operations. It is responsible for parking management operations, promoting downtown, and increasing visitor and tourism awareness of the downtown district. Currently, a volunteer board of directors provides oversight to the DIB executive director—with no oversight from the city's executive level. As a result, the DIB suffers from a lack of strategic planning and administration as staff focuses on daily operational issues. This current organizational structure does not reflect an efficient management model. There is a need to restructure and diversify the DIB management in a way that would allow the Director to fully focus on operations and departmental issues.
- 8 Encourage walkability and bikeability throughout the city and metro area by partnering with governmental agencies, non-governmental organizations, and the private sector. The primary goal of these efforts should be to create a safe and healthy community by encouraging bicycle use through education, community events, innovative bicycle infrastructure, and community partnerships.

## RECOMMENDATIONS

### Adopt Complete Streets.

Adopting the Complete Streets ordinance and developing a design manual that meets current NACTO standards or adopting the NACTO Urban Bikeway Design Guide will be the first step to making our community safer for all modes of transportation. I recommend the Mayor also adopt the Vision Zero pledge to reduce and eliminate pedestrian and bicyclists injuries and fatalities. Working with the City Council, we should transition the Bicycle Advisory Committee to a Complete Streets Committee, which would work with and be supported by the Office of the

Mayor or a newly-created city office or department that deals specifically with Complete Streets.

This new policy would accomplish the following:

- Focus on improving health and economic equity;
  - Set higher standards for street designs that are safe and accessible for people of all abilities and ages for all modes of travel—walking, biking, public transit, and driving; assuring compliance with the Americans with Disabilities Act and other federal and state laws pertaining to persons with disabilities is essential
  - Create comprehensive plans for walking, biking, and transit networks that integrate with one another and connect people to job centers, parks, schools, healthy food outlets, churches, and more;
  - Include more robust public participation and accountability mechanisms in all current and future projects
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## **Improve user experience of parking.**

Implementing these immediate steps will ease citizen experience of parking in downtown Pensacola:

- Immediately remove, repair, and/or replace inoperable parking meters throughout DIB district;
- Open publicly-owned and underutilized structured parking facilities to downtown employees and general public—i.e., the Intendencia Street garage—and utilize smart technologies such as vehicle counters and automatic lighting to modernize garage facilities;
- Improve DIB management structure by recruiting and retaining volunteer board members that more accurately reflect the diversity of the business owners and residents of the district;
- Relocate DIB operations and board meetings to City Hall; utilize vacant offices to relocate staff, cutting expenses on rent, utilities, and miscellaneous costs; increase transparency by adopting city-wide public input policies; stream all meetings to city website and social media channels; ensure meetings are held at appropriate times for maximum public participation
- Shift parking management to a demand-based parking model, following best practices to allow dynamic pricing at public on-street, surface, and structured parking facilities;
- Eliminate mandatory parking minimums city-wide, encouraging private redevelopment of surface parking lots; incentivize mixed-use development with reduced shared-parking requirements;
- Explore feasibility of implementing common-sense reforms to regulate aggressive towing and booting practices. With regards to booting of vehicles, recommendation is to pursue banning of booting practices within city limits.

- Utilize parking revenue to improve the downtown experience and to promote multi-modal transportation as an alternative to driving, with a focus on bicycle and pedestrian infrastructure and establishing a free downtown shuttle service.
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## **Create a position solely responsible for bike/pedestrian safety.**

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A position within the city that's focused on bicycle-pedestrian issues, Complete Streets objectives, multi-modal alternative transportation, and walkability will ensure that the city's largest safety threat is addressed. This office will need to be properly staffed and led by a manager or director who reports directly to the Mayor with a focus on guiding the administration and coordinating all aspects of transportation and improving the movement of people, goods, and services. The position should act as a coordinating and control point for the various areas of transportation to include, but not limited to: 1) bicycles, 2) pedestrians 3) Complete Streets planning 4) ADA/ Universal Access 5) public transit, taxis and for-hire services, and 6) parking.

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## **Formulate the Pensacola Bicycle Blueprint.**

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Combine the community vision with technical expertise to create a detailed map of future bikeways and prioritization framework known as the Pensacola Bicycle Blueprint. Create a community-led vision for a connected network of low-stress bikeways by engaging community members from across the city and region, with a focus on equity, diversity, and inclusion.

Within this action plan, should be consideration and pursuit of the following:

- Enact a city-wide bike to work program, offering educational events and resources for city employees, NGOs, local businesses, and other institutional partners;
- Establish a “30-mile” plan, or similar, that provides a vision for future infrastructure improvements for a connected network of bikeways; allocate appropriate funding (such as from LOST, CRA, or bonding) to aggressively accomplish this plan;
- Establish a bike share system operated either with a private partner(s) or internally; collaborate with other governmental agencies or NGOs to encourage wider-use of cycling within the city;
- Ensure city buildings and parks have appropriate facilities for bicycles, including bike racks, and repair stations.

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## **Make walkability and livability a regional effort.**

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Coordinate with partners such as Escambia County, Escambia County Area Transportation, Escambia County School District, the Emerald Coast Regional Council, UWF, neighborhood associations, Bike Pensacola, the City Parks and Recreation Department, Public Works Department, Florida Department of Health, Gulf Power, FDOT, the federal government, and other agencies and entities to ensure that all city and county projects connect with and/or help to complete a pedestrian-bicycle corridor network.

Among the opportunities for collaboration include:

- Pursue the establishment of a multi-modal transit hub in downtown Pensacola, in partnership with ECAT and DIB; use of the new downtown ferry terminal should be explored as a central hub for public transit, bike share, and ferry access for both visitors and local residents;
- Closer cooperation between ECAT/Escambia County and City Hall would support improved services, sustainability and efficiency. Among these opportunities include working with ECAT to review locations of all transit stops within the city, ensuring they are located within close proximity to crosswalks and multi-modal facilities when at all possible. Where appropriate, transit stops should be sheltered and universally accessible. Maintaining strong working relationships with our local partners and ensuring there is open communication on all levels will benefit Pensacola in numerous ways;
- Lighting in our neighborhoods and along our roadways is a critical issue in our city. Nearly 8,000 streetlights exist within the City of Pensacola, with approximately 1,400 lights owned and maintained by the city and 6,500 lights owned and maintained by Gulf Power. The most recent streetlight inventory report should be utilized to aggressively work to fill lighting gaps within our most vulnerable neighborhoods, particularly our westside communities. An intelligent streetlight network should be implemented into the existing lighting network to allow staff to monitor outages, traffic circulation, parking spots, air quality, weather emergencies, and even gunshots.
- Research has shown that bicycling and walking to school improves a child's performance in school, reduces obesity, and children who get to know their neighborhood by bicycling and walking have a better understanding of their environment and sense of direction compared to traveling by car. Partner with the School District on a revived Safe Routes to Schools program to increase sidewalk connectivity and provide child and family education/training to serve as the conduit for prioritizing and applying for future infrastructure grant projects that support bicycling and walking.

## MEASURABLE ACHIEVEMENT

Success should be measured with frequent assessments and evaluations of the results from implemented infrastructure and policies, i.e. bicycle ridership, bicycle/sidewalk network mileage; pedestrian counts using protected facilities, such as sidewalks, crosswalks and multi-purpose paths; measure of students walking/biking to school; award of Bicycle Friendly Community status; statistics of bicycle and pedestrian injuries and/or fatalities; measurable usage of public on-street and off-street parking facilities; and citizen-initiated comments via 311 or traditional public feedback.

## BARRIERS

- One barrier was the sheer amount of diverse opinions, perspectives, and viewpoints shared from citizens on their own experiences within their neighborhoods and community on the issues of walkability, parking, and traffic. A large part of overcoming these barriers was accomplished through maximizing transparency, openness, and public input through a proactive public engagement process that spanned several meetings, dozens of one-on-one meetings with citizens and stakeholders, and via email, social media, and communication utilizing emerging media.
- Another barrier that was found to be challenging was the reality that regarding the issues of walkability and Complete Streets, the city had very few baseline metrics and a lack of consistency and continuity of city plans and staffing on bicycle and pedestrian infrastructure, policy, and Complete Streets planning and implementation. It's critical that the city designates a point of contact for all bike-pedestrian-related issues that communicates and collaborates with appropriate departments and agencies.

*Time and time again during this process I was urged to remember the importance of fairness and equal treatment for all citizens.*



# TRANSPARENCY

SENA MADDISON, PILLAR LEADER

## SCOPE OF REVIEW

The scope of my review took in transparency primarily in regard to public information and public records.

I interviewed the city's current public information staff and met with media representatives as well as other experienced public information professionals in an effort to determine best practices.

I also spoke with the city's public records staff and members of the media including Lisa Nellessen-Savage, editor of the Pensacola News Journal, Rick Outzen, Publisher of the Independent Weekly, and Sue Straughn of WEAR. I spoke with numerous members of the public concerning their experiences in obtaining public records as well. Like my scope of review, my personal history in this pillar includes experience on both the news media and in public information for the Escambia County Sheriff's Office and FloridaWest.

I conducted a transparency public input meeting at the Downtown Pensacola Library and joined Economic Development sector

committee leader Brian Wyer for a second public input meeting.

I also had a chance to meet with city officials including Keith Wilkins, Police Chief Tommi Lyter, Fire Chief Ginny Cranor, Trudi Nichols, and City Councilwoman Sherri Myers.

Because of the timing of this report and the public concern over transparency issues as it pertained to the handling of the proposed youth soccer complex in Scenic Heights, I spent a great deal of time discussing that topic. It was a good illustration on the importance of making project details and meetings readily available.

I happened to catch former Deputy National Security Adviser Antony Blinken on National Public Radio discussing what made a solid administration that was capable of handling crisis situations. Blinken said it was all about people, process and policy.

"Three things—people, process, policy; the right people in senior levels of government to be able to give a president good ideas and tell

him when he was pursuing bad ones, a process that actually brings all of the key people from all of the different departments and agencies around the same table to develop options, to debate them, to stress test them and then to give them to the president and, finally, all of this in service of developing actual policy so

that we have a starting point so that the entire administration knows where we're going and so does the rest of the world. "All Things Considered," February 6, 2019

Much of what I discovered in the transition team process centered on those three principles.

## 🔍 KEY OBSERVATIONS

- 1** I suggest that the focus during this transition should first be placed on building a team of seasoned professionals around the needs of the positions whose primary jobs touch important topics of transparency, then working to ensure policies are in place that the public can see and understand.
- 2** In many conversations I had there was a concern about city information being equally accessible to all. The city staff has been very helpful and everyone I spoke with is working towards solutions. Trudi Nichols, for instance, is doing great work in making the website ADA compliant and more accessible. Markita Graham had solid ideas in improving public records. I want to thank them for what they are doing.
- 3** Many media sources were concerned that the dissemination of information was not done uniformly. The institution of weekly press conferences by Mayor Robinson has allowed the media an equal opportunity to ask questions which has really helped solve this problem. I encourage that some form of a regularly scheduled press conference from the mayor continue moving forward.
- 4** Citizens have told me that they often did not know when decisions were being made that would affect their neighborhoods or how these decisions were being made. Mayor Robinson's town hall meetings have done much to remedy this and will be very beneficial going forward. Also, CivicCon has helped citizens find ways of being engaged in the future of Pensacola and educated them on the right questions to ask. I hope these avenues for discourse continue.

- 5** Perhaps my greatest observation is how positive everyone I spoke to was and how willing everyone was to discuss things and get engaged. This spirit of community is encouraging; it will draw businesses to our region, energize our economy, and make our neighborhoods thrive. I hope that the good will and the commitment to greatness in everyone I spoke with does not fade. I thank each and every person who gave their time to share thoughts and hope my participation in this process does a small part in building a greater future for Pensacola.
- 6** Time and time again during this process I was urged to remember the importance of fairness and equal treatment for all citizens. All media outlets should be treated the same, and all citizens should have an equal opportunity to access information and understand how decisions are being made. Policies need to be made and in place that reflect these values, and they need to be clear for everyone to see.
- 7** I have included a Transparency Appendix that includes some additional suggestions brought up during this process.

## **RECOMMENDATIONS**

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### **Separate and create two clear, defined roles for Public Information and Public Affairs.**

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Based on my experience, the public is best served when public information and public relations are kept visibly and tangibly separate. I would recommend that the city's public information staff person and the city's public affairs staff person be two distinct roles with their own job descriptions and responsibilities.

The public information person should respond in a timely matter to media requests and provide the information requested. When these two roles are mixed together, it leaves the vulnerability and perception from public and media to presume that a person in charge of both public information and the city's public relations has a vested interest in not providing objective, clear information.

As opposed to the public information staff person, the public affairs staff person should be close to the Mayor as he is both in City Hall and out in the community to follow up on information

requested at town halls or public events when time might be limited. This person would also promote city information that would be of benefit to the community. They would work very closely with the City Administrator and the Mayor's Executive Aide to ensure questions are answered and obligations are met.

As the City of Pensacola interacts with dignitaries from around the world, and because the Office of the Mayor represents the citizens of Pensacola, it would be beneficial for the public affairs person to receive training in protocol and international etiquette.

In my experience, people will look at the team around an elected official to see how to treat him or her. Therefore, the public information and public affairs team should be trustworthy and consistently upholding the values of the office.

Both should endeavor to build relationships with the media, thus ensuring that all the information necessary for their stories is readily available and correct.

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### **Trust our city department leaders to share expertise.**

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The city's department heads are hired to their respective positions because they are subject-matter experts in their fields.

That means they should be trusted to speak publicly on specific issues relating to their departments. The Mayor does not necessarily have to do all the talking at his weekly press conference on behalf of every department.

It would be beneficial to tap department heads and other staff to be on hand to answer questions on stories of strong interest or to stay afterward and provide follow-up. This would, I believe, go a long way to positively impact three key issues:

- 1) This shows that our city and its leadership have enough confidence in its leaders to be thoughtful and tactful about their public communication.
- 2) This prevents the impression that the city is unwilling to divulge facts.
- 3) With the subject matter experts involved, it is much more likely that the city would avoid misunderstandings that may come from incomplete facts that have to be digested and divulged only through the mayor's office.

A policy should exist for department heads to be made available to media with specific questions on a reasonable basis.

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## **Mandatory public records training for city staff.**

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Feedback I received often during this process was that one of the key reasons that public records may not be delivered in a timely manner is that there is not a uniform understanding of the Florida Sunshine Law and the public records process varies from department to department.

I recommend that a recurring training session in the handling of public information, freedom of information act and process for expediting requests should be mandatory. It can take place during the onboarding for all new positions that would have direct or indirect contact with public records. The training should stay in place at least on an annual basis for all pertinent existing employees.

This training would include a review of the policies, who to notify when a public records request comes in, the response time rules as required by law and the delivery process and procedure.

The media should not have to go through Sunshine Center for simple, routine requests. The city's media contact, upon receiving a request, should inquire as to the media outlet's projected story deadline and make every effort within reason to satisfy it. Should the request be very large and time consuming, they should be provided status updates.

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## **Website upgrades.**

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Perhaps the most common theme of all are the improvements needed to modernize and increase the public's ability to efficiently navigate the city's website.

Overall, the website is not user-friendly and could use a rework and rebranding.

Some specific suggestions:

- Live-streaming: Nearly everyone I spoke with during this process was concerned that they were not aware of what happens in meetings. The city's goal should be to livestream all meetings of boards, committees, etc. that are in the sunshine. Although it might not be immediately possible, I suggest creating a plan to live stream all meetings by March 1, 2021. This would include secondary groups such as the Downtown Improvement Board.
- Budget information: During the Transition process, I had a discussion with Keith Wilkins and Trudi Nichols about the possibility of utilizing Clear.Gov for greater budgetary transparency on the website. This is a very helpful application that makes budget processes as well as projects as simple and as easy to follow as possible. It shows budgets, project timelines and supporting materials. It also includes an application wherein citizens can submit questions.

- Create a prominent link that includes the most frequently asked questions by city residents, the most common public records that are requested and allow citizens to sign up to get email updates/notifications generated automatically on specific topics or projects. This is a step more transparent than the system currently in place, and I suggest further exploration or a trial of the program.
- There is a demo of how the City of Pensacola's budget page might appear at:  
[www.cityofpensacola.com/1126/Pensacola-Bay-Ferry-System](http://www.cityofpensacola.com/1126/Pensacola-Bay-Ferry-System)
- Meeting information could be much easier to find on the website. For those who are not web savvy, there was an excellent suggestion for the installation of kiosks at city hall and the library with all city meeting information.
- If meetings were of special interest or hold significant votes, a short synopsis of action items should be provided following the meeting.

## MEASURABLE ACHIEVEMENT

Measuring our city's potential increase in collaboration, connection and communication to the citizens and community partners in the field of education could be done by tracking these metrics.

### **Open data and spending.**

Budget and project materials should be searchable and accessible to all people via the website as well as at City Hall for those without internet capability.

### **Percentage of public records requests successfully granted in the required time.**

Adoption of a uniform policy for the releasing of public records that is followed without exception and the necessary training that would achieve that city wide.

### **Percent of meetings live streamed to the city website.**

## BARRIERS

I did not encounter any barriers to obtaining information, everyone was most helpful, from the staff to the public and I thank them for their time.

# TEAM BIOGRAPHIES

## QUINT STUDER : CHAIR



Quint Studer is founder of Pensacola's Studer Community Institute, a nonprofit organization focused on improving the community's quality of life and moving Escambia and Santa Rosa counties forward. He is a businessman, a visionary, an entrepreneur, and a mentor to many. He currently serves as the Entrepreneur-in-Residence at the University of West Florida.

Quint has given his life to designing the building blocks for people and organizations that guide them to achieving and sustaining high performance. In 2000 he founded a consulting firm that implemented leadership systems and practices to help organizations attain and sustain outstanding results and create cultures of excellence. Over the years, it won multiple awards, including the 2010 Malcolm Baldrige National Quality Award. By the time the firm was sold in 2015, it had 250 employees.

*Inc.* magazine named Studer its Master of Business, making him the only healthcare leader to have ever won this award. Twice *Modern Healthcare* has chosen him as one of the 100 Most Powerful People in Healthcare for his work on institutional healthcare improvement. He has served as a guest lecturer at institutions of higher learning, spoken to a wide range of audiences across the U.S., and is a nationally recognized expert regarding leadership. He is often interviewed by radio and TV shows, as well as magazines and newspapers across the country.

In addition to *Building a Vibrant Community: How Citizen-Powered Change Is Reshaping America*, Quint has authored seven books, including *Results That Last*, which reached number seven on the *Wall Street Journal* bestseller list. He writes a weekly employee development column that runs every Sunday in the *Pensacola News Journal*.

His newest venture is Vibrant Community Partners, a company that coaches communities in building out a blue print for achieving growth and excellence. The firm focuses on education, downtown development, economic development, including training for small businesses and civic engagement. The Center for Entrepreneurship and the Center for Civic Engagement are two training organizations created to help communities reach their potential.

Studer and his wife, Rishy, are residents of Pensacola, Florida. Passionate about giving back to the community, they share their time and resources with local and national non-profit organizations.

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## **CONNIE BOOKMAN : CRIME AND SAFETY**



Connie Bookman, LCSW, is Founder and CEO of Pathways For Change with a mission of Changing Lives, Reducing Crime, Building Futures. Connie received her undergraduate degree in Social Work from St. Leo University and a Master's in Social Work from Florida State University.

Connie is President-Elect Designate for the Florida Bar Foundation; Chair of the Florida Bar Association's Advertising Committee; Board Director of the University of West Florida Foundation; an Alumnus of Leadership Florida; an Alumnus of Leadership Pensacola, 2010 and Founder of the Re-entry Task Force of NWF.

Awards include the 2008 Florida House of Representatives, "Unsung Hero"; 2009 NWF "Social Worker of the Year"; the Department of Children and Families Award in 2010 National Association of Social Workers "Dedicated and Deserving Social Worker" in 2011; FSU School of Social Work Field Educator of the Year in 2012; United Way's-Color a Brighter World Award, 2013; the Sandra Robinson Award from the Rotary Club of Pensacola in 2014; the Chief Judge Award of Service, 1st Judicial Circuit in 2015 and the Studer Community Institute Small Business Entrepreneur of the Year 2016, UWF and Combined Rotary's Ethics in Business award, 2017 and the Community Leader of the Year PACE Award, Pensacola Chamber of Commerce, 2018.

Connie is married to Alan Bookman and they share two daughters, two sons and five granddaughters.

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## **DREW BUCHANAN : TRAFFIC AND WALKABILITY**



Drew Buchanan is a seventh-generation Floridian, veteran, and entrepreneur. His passion is working with citizens to build better communities. Drew served as a broadcast journalist in the U.S. Air Force and is now a small business owner living in downtown Pensacola. Along with working in the public affairs and communications field for more than a decade, Drew is an amateur urban cyclist and walkability advocate with an interest in developing public policy to create a more walkable Pensacola.

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## **SENA MADDISON : TRANSPARENCY**



Since she started as a radio announcer at the age of 15, Sena has had many different roles in the media as an on-air personality, advertising copywriter, radio and television producer, journalist and magazine editor.

Coming to Pensacola in 2007, she held the position of Executive Producer at News Radio 1620 from when the station went on air until she joined the Sheriff David Morgan's staff when he took office in January 2009.

At the Escambia County Sheriff's Office, Sena served as the as a Public Relations Coordinator and Protocol Officer for four years and then took on the role of Public Information Officer in 2013. For her service, she was awarded the ECSO Medal of Commendation for her work with the media during the 2009 Billings Double Homicide Investigation as well as a Medal of Meritorious Service for media and community relations.

In 2015, she joined the staff of FloridaWest Economic Development Alliance as the Director of Communications and Marketing.

Sena earned a master's degree in Education from the University of South Alabama in 1996, and she taught three years in the Mobile County Public School System. She is also a graduate of the Protocol School of Washington.

Sena serves on the executive board of FavorHouse and was a member of the Leadership Pensacola Class of 2010.

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## **DAVID PEADEN : GOVERNMENT EFFICIENCY**



Since 1997, Pensacola native David Peaden has served as the executive director of the Home Builders Association of West Florida (HBA) representing the voice of the housing industry in Escambia and Santa Rosa counties. David has provided extensive leadership and produced positive outcomes on numerous committees in Escambia and Santa Rosa counties in the areas of workforce housing, building inspection enhancements, comprehensive planning and land development code improvements, subdivision infrastructure expansion, zoning and land use studies, and searches for building officials and planning directors. David understands the value of collaboration, diversity of opinion, and the inclusion of affected constituencies. David's leadership has made a difference for a number of volunteer organizations, youth sports, fundraising efforts, and community initiatives. He currently serves on the boards of the Gulf Coast Kids House (President 2006-2008), United Way of Escambia County (President 2015-2017), University of West Florida Foundation, Gulf Coast Kid's House Future Fund Foundation, Rebuild Northwest Florida, and is a longtime member of Pensacola North Rotary. David is married to the former Susan Simon, of Pensacola, who are proud parents of Katherine (12), John David (10), and Lauren (9). He is a graduate of the University of Alabama.

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## **MICHELLE SALZMAN : EDUCATION**



Michelle Salzman is a Wounded Warrior and full-time community volunteer who began her philanthropy journey while attending UWF over a decade ago. Michelle served in the US Army for five years and transitioned into the civilian community by completing a degree in Computer Analytics as well as a degree in Business Administration. She served on the March of Dimes Committee for two years, and moved on to help her fellow veterans as a volunteer with the VA's local Vocational Rehabilitation office.

For over a decade Michelle has been a board member of various local PTAs, county-level PTA President, as well as served on the State Florida PTA Board of Directors. She has been a full-time volunteer for several years now.

Most recently, Michelle was named a Distinguished Woman by the Gulf Coast Girls Scouts Council, as well as received the Blaise Adams Give Back Award from Junior Achievement. Further, she was named the 2015, 2017 and 2018 IN Weekly Volunteer of the Year and has continued displaying her passion to help others. Along with many state, county and local awards for building momentum within the parent organizations and promoting collaborative impact efforts across the school district, she has also received the honor of being named “Mom of the Month” for Greater Pensacola Parenting Magazine, a prestigious nomination for Woman of Distinction for the North Florida Girl Scouts, as well as being named “I am Pensacola” in VIP Pensacola magazine.

Michelle Salzman sits on several boards throughout the community and has had a hand in many great accomplishments. Her leadership and philanthropy efforts led to locally fundraising millions of dollars each year and hundreds of thousand community service hours.

In addition to the previously mentioned community service, Michelle currently serves on her son’s Cub Scout Pack leadership team as the Outdoor Chair, is on the advisory board for Take Stock In Children, the Women’s Advisory Board for West Florida Hospital, served on the Leadership Council with Achieve Escambia as a founding board member , and is also an Executive Board Member of Pensacola Junior League, a member of Impact 100, board member of the Pensacola MESS Hall Foundation, an emeritus board member of the Escambia County Public School’s Foundation, serves on the Florida Public Relations Association board, annually builds and raises funds for Habitat for Humanity, a United Way “Women United” member, served on the Board of Directors for the Florida State PTA and is an Executive Board member for Making Strides and a member of several other organizations.

Michelle has followed her heart and passion to help those who cannot help themselves. This passion lead her in the focus areas of children, families in poverty and her fellow wounded veterans. When she is not serving her community, she is managing her photography business, Salz Studio, which has been serving the gulf coast community for over 10 years.

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## **JULIE SHEPPARD : LEGAL**



Julie earned her Juris Doctor degree, cum laude, from Suffolk University Law School and her Bachelor of Arts degree from the University of Virginia. Julie is admitted to practice in Florida, Maine, and Massachusetts and is Florida Board Certified in Education Law.

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## KRISTIE TOBIAS : GOVERNANCE



Kristie Tobias is a national consultant and speaker with Huron Healthcare. Kristie has over 15 years of healthcare experience and has provided value added consultation to C-suite executives, leadership teams and employees. Kristie has served as a trusted advisor for over 30 national health systems, academic medical centers, community healthcare organizations, and rural hospitals. She consults clients on implementing and understanding change management principles, leadership evaluation systems, leadership institutes and conferences, service excellence programs, accountability tools, and revenue cycle optimization systems.

With a background in human resources and people development, Kristie partners with leaders and organizations to foster an environment focused on developing talent and driving results. Through her creation of leadership development curriculum, mentorship programs and speaking workshops, she has provided professional development for over 2,000 employees and leaders. As a national speaker, she developed her own brand and website [www.fearlesslymadeyou.com](http://www.fearlesslymadeyou.com) centered around change management and mentorship.

Kristie also enjoys partnering with non-profit organizations to provide consultation and mentorship to drive organizational development such as Gulf Coast Kid's House, Powerful Women of Gulf Coast, and serving on the board of directors for Ronald McDonald House. During her free time, Kristie enjoys traveling everywhere from California to France in search of the best wineries, staying in shape through cycle classes and weight lifting, and spending time with her tiny family consisting of her dog Cooper and boyfriend Fritz.

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## BRUCE VRENDENBURG : FINANCE AND BUDGET



James "Bruce" Vredenburg is the President of Hancock Whitney Bank of Pensacola and Emerald Coast Markets, serving Escambia, Santa Rosa, Okaloosa and Walton Counties. He has worked for Hancock Whitney for 10 years and has been in the banking industry since 1991. He has been recognized in the Pensacola New Journal's 40 under 40 (2004) and a recipient of the PACE Awards—Business Leader of the Year (2017).

Bruce earned a Bachelor of Science degree from Florida State University in 1991, was a graduate of Leadership Pensacola in 1999, and graduated from the Graduate School of Banking at Louisiana State University in 2013. Bruce currently serves on the Board of Directors for three organizations: Florida's Great Northwest (Chairman), University of West Florida Foundation (Member of Investment Committee), and West Florida Hospital (Vice Chairman).

Bruce is a Pensacola native and has been married to his wife, Lucy, for twenty-four years; together they have three children Hunter, 22; Kailey, 20; and Zachary, 14.

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## **CHRISTIAN WAGLEY : ENVIRONMENT**



Christian Wagley is coastal organizer for Gulf Restoration Network, working on water quality, energy, and coastal resilience issues along the coast of NW Florida and South Alabama. For the past 20 years he has worked on green building and development in both the public and private sector. He is a strong advocate for restoring Pensacola's urban core and making the City more pedestrian and bicycle-friendly. He is co-author of the upcoming book "Green by Design," which outlines the environmental features of several walkable new towns on the Florida panhandle coast. In 2015 he co-founded Bike Pensacola, which brings more than 400 riders at a time onto city streets for its monthly Slow Ride, building support for a more bicycle and pedestrian-friendly community. For the past year he has had the honor of selecting and recruiting speakers for CivicCon, a series of educational presentations that bring to Pensacola some of America's leading authorities on creating thriving communities. Christian holds a master's degree in biology/coastal zone studies from the University of West Florida.

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## **REV. DR. ISAAC WILLIAMS : NEIGHBORHOODS**



Rev. Dr. Isaac L. Williams is senior pastor Greater True Vine Baptist Church, Pensacola, Florida. He and his wife Janie have two daughters (Remi and Janna of Houston). He holds a Doctor of Ministry degree from ITC Morehouse School of Religion, a Master of Divinity from New Orleans Baptist Theological Seminary, and a Bachelor of Art in Psychology and Religion from Florida State University.

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## **BRIAN WYER : ECONOMIC DEVELOPMENT AND ENTREPRENEURSHIP**



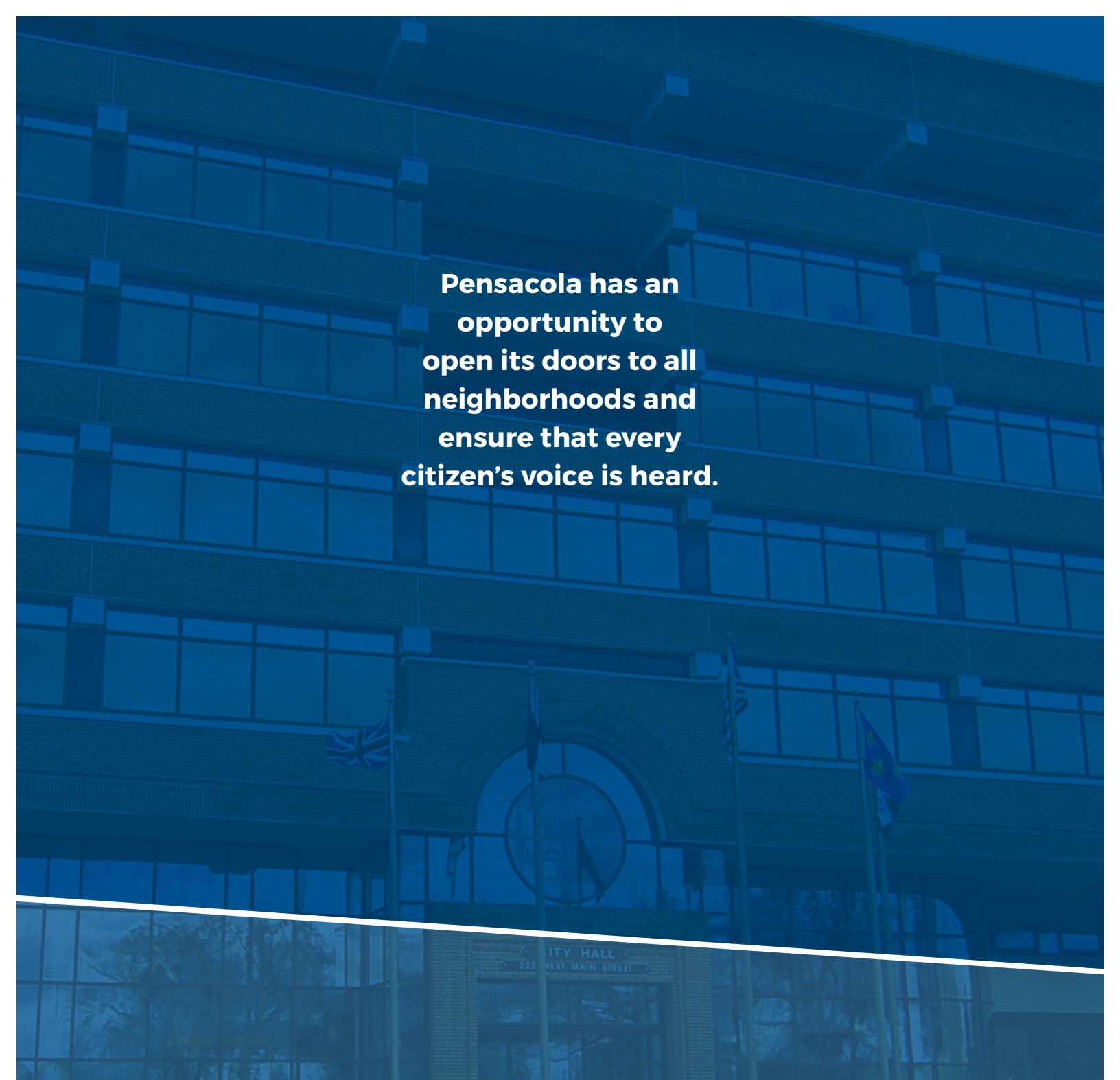
Brian Wyer is the President and CEO of the Gulf Coast Minority Chamber of Commerce. The chamber won the EntreCon 2018 Runner-Up Award for Most Improved Business. Brian has worked with IBM, PwC, the Escambia County Public Schools Foundation, and UWF Alumni Relations. He has managed several IT teams, lead productivity training, and created committees that focused on inclusion & diversity. Brian currently serves on Junior Achievement, United Way, the Achieve Escambia Leadership Council, the Entrepreneurship & Innovation Council, First Place Partners, One Million Cups and several other local organizations.

# PUBLIC INPUT

Oliver Abraira	Angel Bradley	Rose Coon	Courtney Ennis
Laura Adams	Jim Brady	Brian Cooper	Duwayne Escobedo
Baraba Albrecht	Jennifer Brahier	Linda Cooper	Mike Esmonde
Brad Alexander	Gordon Bridges	Pamela Corey	Tim Evans
Haris Alibasic	Takerrion Brooks	Derek Cosson	Dana Faessel
John Amentler	Natalie Brou	Amanda Cotita	Dena Faessel
David Anderson	Dallas Broussard	Susan Cotton	Les Fairchild
Rhett Anderson	Kristin Brown	Ginny Cranor	Rebecca Febro
Diane Anthes	Lamar Brown	Victoria D'Angelo	Rebecca Fegusion
Tom Anthes	Shirley Lewis Brown	John Daane	Rebecca Ferguson
Mike Arbouet	Antonio Bruni	Steve Dana	Anessa Flannigan
Shannon Armour	Breena Bruni	Travis Darr	Dennis Fleming
Calvin Avant	Drew Buchanan	Lila Davidson	Dan Flynn
Mike Aymond	Gena Buchanan	Marcel Davis	Anna Fogarty
Marla Backhaus	EW Bullock	Stephen Davis	George Foss
John Bailey	Meg Burke	Susan Davis	Shannon Foster
Dick Baker	Ericka Burnett	Richard Dean	Veronica Fountain
Stacey Balka	Blaise Butts	Susan Dean	Cheryl Fox
Richard Barker	Tina Camp	Lisa Dees	Katie Fox
Kristen Barre	Stephen Campbell	Alisa Herring Deese	Eugena Franklin
Amy Barrow	Bill Caplinger	Brandi Deese	Cap. JoAnn Frazier
John Bartholomew	Sheri Carlton	Sharon Dickinson	Christine Freer
Melinda Beckett	Kim Carmody	Shawn Dockery	Tommie Frye
Robert Bender	Michael Carro	Reggie Dogan	Sonha Gaines
Bob Bennet	Emily Young Carter	Jimmy Donahue	Vikki Garrett
Kristin Bennett	Blair Castro	Rebecca Donahue	Sarah Gellner
Sheryl Bennish	Lary Chamblin	Donna Doup	Helen Gibson
Grayson Berry	Nathan Chappotin	Larry Downs Jr.	Frank Gillam
Prentiss Berry	Kolleen Chesley	Dottie Dubuisson	Laura Gillam
Robert Beuhgt	Kevin Christman	Will Dunaway	Ben Gilmore
Jonathan Bilby	Stephanie Chwastyk	Bob Duncan	Josh Gilmore
Georgia Blackmon	Cindy Citarella	Lucy Duncan	Brandon Girard
Annie Bloxson	Carol Cleaner	Debrah Dunlap	Jennifer Glossinger
Alan Bookman	Jose Cobbs	Greg Dziadon	Barbara Goins
Dan Bowen	Jenn Cole	Holly Edgett	Brenton Goodman
Rita Bowen	Rickey Coleman	Nathan Edler	Larry Goodman
Faye Bowers	Beverly Collier	Henry Eggart	Jim Grace
Lysia Bowling	Camille Collins	Mary Engleheart	Markeitta Graham

Chris Grantham	Tina Inman	Dan Lindeman	Sherri Meyers
Carolyn Grawi	Joan Irby	Jim Little	Amy Miller
Jim Graydon	Jessica Irwin	John Love	Carl Mock
Jonathan Green	Chris Jadallah	Nancy Loy	Jennifer Mohanco
Alexia Griffin	Kelly Jasen	April Lucas	Paula Montgomery
Melinda Grogan	Brock Jester	Jeannie Lucas	Toni Moody
Jill Grove	Dean Johns	Melanie Luedeke	Diana Moore
Jarrod Gruber	John Johnson	Hope Lunsford	Frency Moore
James Gulley	Katrice Johnson	Scott Luth	Jared Moore
Nancy Hagman	Paula Johnson	Brenda Lyter	Susan Moore
Butch Hansen	Shelby Johnson	Tommi Lyter	Vanessa Moore
Lee Hansen	Latasha Jones	Dian Mack	Jordan Morgan
Amy Hargett	Rodney Jones	John Madden	Jeremy Morris
Donna Harper	Paul Jones	Sena Maddison	Sherry Morris
Dr. Rick Harper	Ashley Joyner	Laura Mager	Jeremy Morrison
Randee Hartley	Chris Judd	Elaine Mager	Elise Morissette
Steve Hayes	Brenda Kahalley	George Maiberger	Sam Morissette
Chris Heaney	Brenda Kahaly	Rod Maige	Tom Mulroy
Jacob Hebert	Christoher Kariher	Lynne Marshall	Laurie Murphy
Alan Heidt	David Kemp	Franscine Mathis	Dave Murzin
Jeff Helms	Laura Kilroy Kerby	James Matteson	David Mussel
Ron Helms	Samarys Kervin	Janet Matteson	David Musselwhite
Mary Henriques	Rosemary Kiefer	Sam Matthews	Eve Nerron
Phil Her	Mike Kilmer	Lynn Mavelli	Donna Nettleton
Chantea Hermetz	Bill Kimbell	Lumon May	Joe Nettleton
Jason Hermetz	Cedric Kina	Barbara Mayall	Trudi Nichols
Eve Herron	Tara Kirby	Rod Mayer	Phil Nickinson
John Herron	Willie Kirkland Jr.	Robin McArthur	Shannon Nickinson
Rand Hicks	Anya Klinginsmith	Jim McCeland	John Nixon
Parry Hightower	James Klinginsmith	Margaret Fox McClellan	Elliot Nolan
Ann Hill	Kyle Kopytchak	Tracey McCleod	Ken Nordin
Teresa Hill	Stacey Kostevicki	Dr. Kim McCorkle	Allie Norton
Brad Hinote	Don Kraher	Tony McCray	Ken Norton
Krista Hobgood	Kimberly Krupa	Brian McCrearey	Sinelle Nots
Paul Hobgood	Basil Kuloba	David Mcgaugh	Rick O'Connor
Don Hoffman	Jan Kurtz	Robby McGavin	Steve O'Dia
Julie Hoffman	Andrea Kvech	Robbie McGuire	William Oaks
Donna Holdnak	Sara Lafevers	Kate McGurk	Alex Odee
Daniel Holtum	Zac Lane	Melissa McKnight	Bruce Olson
David Van Hoose	Admiral LeRoy	Greg McLellan	Judy Olson
Mike Horgan	Christopher Lewis	Yvette McLellan	Rick Outzen
Glorida Horning	Matt Lewis	Sandra McMeans	Derrik Owens
Ildi Hosman	Emily Leysham	Ed Meadows	Kimberly Pace
Clay Ingram	Emily Leyshon	Clark Merritt	Carol Palma

Frank Palma	Steve Richards	Ruthie Speight	Cassandra Waller
Bettye Parker	Joyce Riesinger	Tara Spencer	Cindy Waller
Beth Parsons	Dave Robau	Leslie Statler	Tracy Walsh
Gievana Patituca	Tia Robbins	James Stegall	Charles Walters
Chuntell Patterson	Mary Roche	Carrie Stevenson	Stephanie Walz
Dorothy Patterson	Jeff Rodgers	Jack Stevenson	Derell Washington
April Pawless	Angela Roekstad	Vernon Stewart	James Washington
Cameron Payne	Clay Roesch	Adrian Stills	Chuck Waters
John Peacock	Laurie Rogers	Scott Stinnett	Mike Watkings
Alicia Pelezo	Patricia Rojda	Glenn Strange	Bruce Watson
Ben Perry	Clay Rosson	Sue Straughn	Jerry Watson
Beverly Perry	Robin Rowan	Martin Sturgeon	Reginald Watson
Gary Phaley	Jennifer Rugers	Don Suarez	Robbie Weekley
Linda Phaley	Sarah Ryan	Tom Sunnenberg	Rusty Wells
John Phillips	Michelle Salzman	Durwood Sutton	Marcie Whitaker
Lorry Picklap	Phillip Salzman	Laura Swann	Leigh Anne White
Paige Pier	Amy Sanders	Jesse Sweetland	Marjorie White
Renay Pierre-Robinson	Simone Sando	Joseph Tarbuck	Ruth Whitehead
Mel Pino	Martha Saunders	Heather Tarrosky	Helen Wigersma
Melissa Pino	Lisa Nellessen Savage	Sandra Taunton	Cason Wilber
Paul Pipes	Larry Schuffman	Amy Taylor	Keith Wilkins
Paige Plier	Marcia Schuffman	Laura Tbach	Debbie Williams
Matt Posner	Pamela Schwartz	Carole Tebay	Dr. Marion Williams
Lorie Potter	April Schweigert	Jack Teschel	Lauren Williams
Lawrence Powell	Anthony Scott	Anna Theriault	Lisa Williams
Pastor Powell	Colen Sefcik	Jenny Thomas	Steve Willis
Rich Powell	Bryon Seifstein	Malcolm Thomas	Andrea Wilson
Dan Powers	Geraldine Selland	Karen Thompson	Kristy Wilson
Jan Powers	Chris Shawyer	Keith Thompson	Michael Wolf
Megan Pratt	Paula Shell	Robyn Tice	Susan Wolf
Trish Price	Julie Sheppard	Eddie Todd	Mike Wood
Vicki Pugh	Kathleen Shoup	Michael Tracy	Miriam Woods
Carter Quina	Dave Simmes	Alyssa Tucker	Tori Woods
Melody Quinn	Chip Simmons	Hugh Turner	Susan Woolf
Randy Ramos	Devin Simmons	Versilla Turner	Amy Workman
Jean Rasmussen	Darryl Singleton	Aisling Valdez	Brian Wyer
Lou Ray	Enid Sisskin	Jennifer Valencia	Deborah York
Carl Reeves	Edward Sisson	Ben Van Der Like	Glenda Young
D.C. Reeves	Alicia Skolrood	Tammy Vanderhey	MJ Ziomba
Scott Remington	Amy Smith	Mollye Virgodsky	Danny Zimmern
Robin Reshard	Michael Smith	Kevin Wade	
Doug Resmondo	Bri Snellgrove	Christian Wagley	
Keri Rhodes	Melissa Soderlind	Ray Walker	
Neil Richards	Sigrid Solgard	Walter Wallace	



**Pensacola has an  
opportunity to  
open its doors to all  
neighborhoods and  
ensure that every  
citizen's voice is heard.**